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So They Say

• We are determined to pay whatever price we must to preserve our way of life.—FRANKLIN D. ROOSEVELT, *presenting his first war budget.*

• Popular education can rise no higher than the people will let it rise.—ROBERT MAYNARD HUTCHINS, *president, University of Chicago, in Harpers Magazine.*

• National sovereignty . . . (is) . . . the ablest architect of moral and material ruin that the world has ever known.—PROF. LINDSAY ROGERS, *Columbia University.*

• Remember that everyone will help during a raid and that you will not need an introduction to seek shelter from a householder or in a business building.—*Instruction to citizens by Massachusetts Committee on Public Safety.*

• Discussion of peace plans separate from war plans is one of our worst current forms of wishful thinking—it blissfully assumes a vague effortless but happy ending to the times in which we live at present.—HELEN HILL *in The Virginia Quarterly Review.*

• Writers, I have concluded from personal experience, make inferior soldiers, being short of wind, awkward in movement, and inclined to gape foolishly in the presence of more capable and coordinated men.—PVT. E. J. KAHN, JR., *in The New Republic.*

• All this is bringing back a little word long unpopular, a little word irritating and restrictive—*duty.*—J. G. ALTHOUSE, *Toronto University.*

• We [should be able to] offer employment without war, security without impoverishment, service without slavery—all this and freedom too.—GEOFFREY CROWTHER, *editor, The London Economist, in Fortune.*

• The sociologists are certain the social workers, for all their plans, don't know where we are going; and the social workers are positive the sociologists don't know where we've been.—*Weekly bulletin, Columbia University Press.*

• Within the social fraternity some members hold that unless there be opportunity for everyone to talk *ad libitum* about every subject under discussion, democracy is dead. That such extended talkfests may prevent action or postpone it until all usefulness is gone apparently means nothing to these gentlemen. They have lived so long in the world of words that they have lost contact with the world of deeds.—STUART A. QUEEN, *Washington University, to the American Sociological Society.*

• Almost always a professor has to teach more than he possibly can know.—ALAN GREGG, M.D., *in The Furtherance of Medical Research.*

• Am writing to you for advice as I sure know you can give it. You have got around more than most peepul.—*Letter to Mrs. Roosevelt.*

• There's a nail cream . . . for blue civilian defense uniforms called Rosy Future, in case natural or good old Windsor seem too depressing to you.—*Fashion note in New York Sun.*

• The United States in its shift from peace to a wartime economy cannot afford busy assembly lines in some places and hungry breadlines in others.—PAUL V. MCNUTT, *Federal Security Administrator.*

• I am less concerned about the freedom of the press than about the freedom of the reader. You won't keep a free press unless the reader also is tolerant, open-minded, and interested in hearing both sides.—RAYMOND CLAPPER, *news commentator.*

• The real content of a liberal education changes very little, save in form, as the years pass. Its ultimate objectives remain one and the same from the time of Plato and Aristotle to the age in which we are living.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

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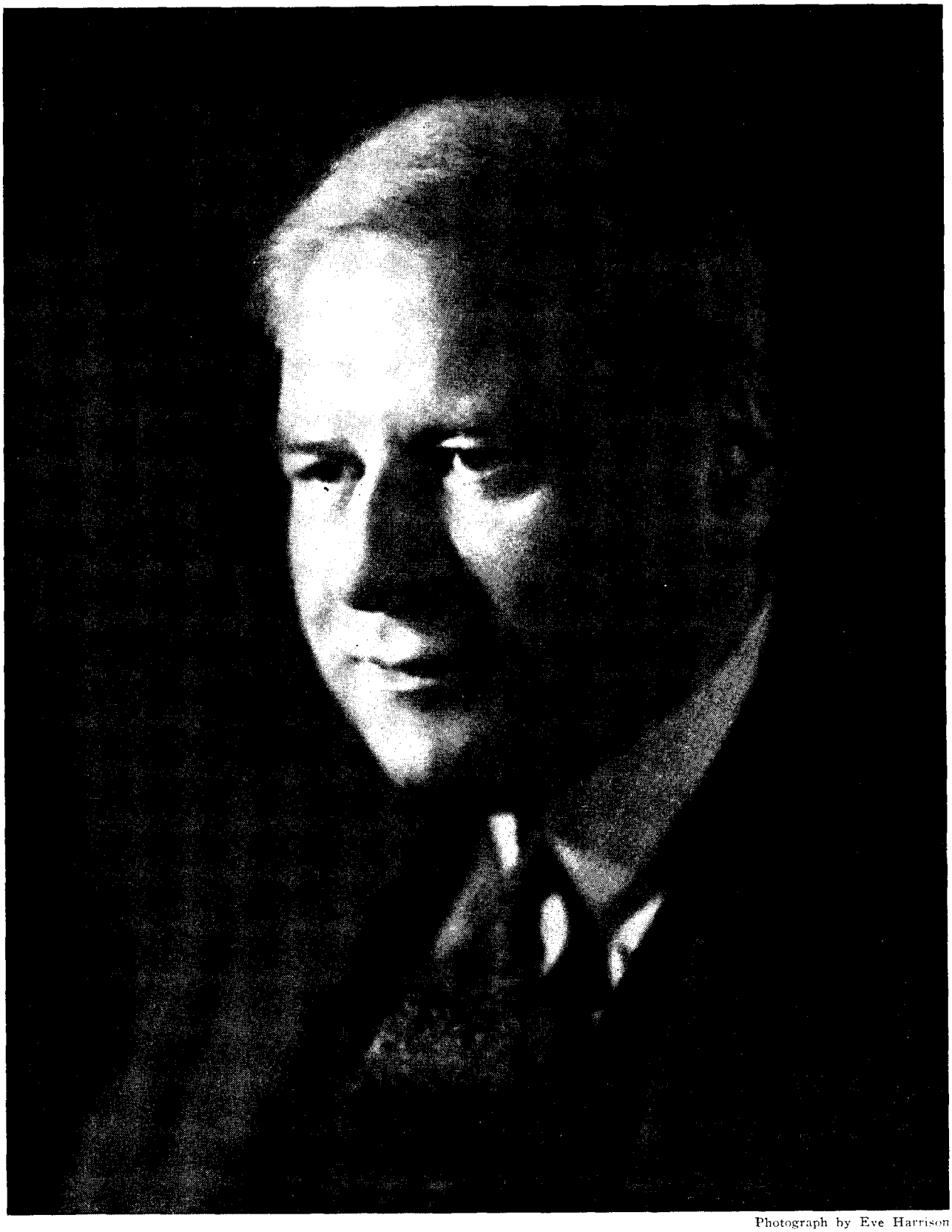

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SOLOMON LOWENSTEIN

1877-1942

Executive vice-president of the Federation for the Support of Jewish Philanthropic Societies of New York City, former president of the National Conference of Social Work, member of the Board of Directors of Survey Associates: able executive, wise counselor, warm friend.

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SURVEY MIDMONTHLY

FEBRUARY 1942

VOL. LXXVIII NO. 2

Volunteers Are Welcome

By KATHRYN CLOSE

DECEMBER 7 put a premium on volunteers' brains. Since that date social agencies are realizing keenly that a pocketbook and influential contacts are not a layman's only assets. Volunteers have become important for the practical services they can render as well as for the good will they can generate.

Many agencies, of course, long have valued volunteers for what they could do. But it can hardly be denied that in some places pious words about "volunteer participation" were followed by heavy sighs when a volunteer appeared on the doorstep. If some agencies still approach volunteer programs in the spirit of an early work relief administrator inventing some new form of "boondoggling" they are among the few that are still unaware of the changes portended by the happenings of that memorable December Sunday. Those that realize that the reverberations from Pearl Harbor will almost certainly deplete their staffs and expand their responsibilities see in the eagerness of the many persons who are clamoring to serve their country a hope for carrying on and enlarging their own programs. They feel reinforced by the reiterated insistence of the Office of Civilian Defense that volunteer energy must be channeled into community welfare as well as into protective services.

But the path ahead is not necessarily clear and straight. In many agencies, even where the road is unmistakably marked "volunteer participation," it is difficult to see around the corners to the areas where volunteers actually can roll up their sleeves and go to work. Progress is slow and cautious, lest a bold step might lead to a precipice over which hard-won personnel standards and community good will would be lost. For public agencies, in particular, the road is unfamiliar and fraught with hazards.

One of the main difficulties is uncertainty of the direction in which the agency's responsibility will expand. Public welfare agencies are certain that as the war continues new duties will be added to their present obligations, but the vagueness of the line between protective services and welfare services makes it difficult to determine where their emergency responsibilities melt into the responsibilities of other agencies, such as the police departments or the Red Cross. Though guiding statements have been issued by the OCD, actual clarification is left to local communities.

However, public welfare agencies have not been completely stymied. In some communities their voluntary programs are almost ready to be put to the test. In New York City the Department of Welfare has been interviewing prospective volunteers for the past month and preparing files for future use. This is no mass registration but a careful classification of volunteers especially selected by the local Civilian Defense Volunteer Office as possible aides to the public agency. The department plans to bring in only a few volunteers at a time so that by gradual progress it might develop a program of permanent value. Volunteers will not be used as substitutes for paid staff but as assistants to free the staff for duties demanding experience or authority. They will be introduced to the department's purposes and manner of operation through a general orientation course to be followed by group courses in the specific duties to which they are to be assigned. In every case they will work under close staff supervision.

IN Alabama the county welfare departments are being encouraged in the development of volunteer programs by the State Department of Public Welfare which suggests eleven possible ways for using volunteers. Though no one county could profit by all the suggestions, the state department points out, every county has facilities for putting some of them into effect. They are:

1. In cooperation with other agencies, such as home demonstration clubs and nutrition committees, the supervisors of WPA projects (housekeeping aide, school lunch, recreation, etc.) may extend demonstration classes for training in homemaking, proper preparation of food, home and community gardening, canning and sewing.

2. On a highly selected basis, former social workers may be used successfully in making selective service investigations, clearing out-of-town inquiries, CCC applications, and certain phases of WPA referrals.

3. Present recreational facilities may be developed and extended.

4. Training programs may be set up in commodity warehouses for emergency packaging and distribution in the face of the present crisis.

5. The assumption of responsibility for transportation of chil-

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dren and adults to and from clinics, hospitals, CCC enrollments, and institutions may be transferred to volunteers.

6. Clerical workers may assist in additional routine office work resulting from expanded activities occasioned by the war. This may include typing selective service investigations and out-of-town inquiries on migrant families and filing of material incident to such service.

7. Information may be assembled for the county director to include in the monthly defense reports.

8. Where registered nurses are available, one may be used to secure medical information, to visit homes to determine the need for additional medical care, to interpret to patients prescribed treatment, and to render first aid when necessary.

9. Home economists may be used to work with county directors in connection with school lunch and nursery school programs.

10. Experienced housewives or home economists may collect data on the rising cost of living.

11. In order to expedite handling of increased numbers at intake a volunteer may be used as a receptionist under the direction of the intake department or to help with messenger and telephone service.

Some light and leading in developing volunteer programs in public welfare agencies has been available from the OCD through the pamphlet, "A Civilian Defense Volunteer Office," the bible of local volunteer bureaus everywhere. The pamphlet lists a variety of opportunities for volunteers in private family or children's agencies which "in general" might be made available in public agencies, but warns that "because of the legal foundation of these agencies certain responsibilities such as establishing eligibility, determining the amount of grant, etc., must be exclusively the responsibility of the paid staff." Guidance has also been offered by the Bureau of Public Assistance of the Social Security Board through its circular No. 14, "Volunteers in Family Security Programs," which outlines a program for volunteer training and use in a public family welfare agency. The circular sets down five principles:

Efficient administration requires that regular staff carry the basic and vital responsibilities of the program. Maintenance of standards of service is dependent on continuance of full time paid staff responsible and fully accountable to the agency.

Agencies agreeing to use volunteers should have a genuine interest in and conviction of the value of volunteer services. They must have definite knowledge of appropriate opportunities for volunteers in their agencies prior to accepting assignment of volunteers.

Assignments of volunteers within a family agency should be made on an individual basis with knowledge and consideration of: (1) requirements of the job (nature of the responsibility, equipment needed, time required); (2) qualifications of the volunteer.

All work assigned to volunteers must be of definite value, not in the classification of "busy work."

Careful supervision of volunteer activities should be guaranteed as a protection to the agency, the client, and the volunteer.

Areas of volunteer service suggested by the bureau are: direct service to the client; service on boards and committees; assistance in studies and research; participation in public relations; secretarial and clerical aid; motor service. Agencies are warned against using volunteers for "friendly visiting" except "after careful consideration of the needs of the individual client and his expressed consent to having someone other than the caseworker make supplementary visits to the home." With this precaution, however, it is suggested that volunteers might serve clients directly in the following ways: tutoring handicapped children and the foreign born; reading to the blind; taking preliminary information in reception offices; accompanying children or the aged to clinics; assisting in locating housing vacancies.

Many of these forms of volunteer participation already have been tested in a few well-established private family agencies long wedded to the use of volunteers as "social service aides." But until the present "volunteer movement" even the most progressive agency seemed able to absorb only a few lay persons. Until recently the Community Service Society of New York, one of the country's largest and oldest family agencies, and a staunch friend of the volunteer, had but twenty-five volunteers in its twelve district offices. Last month, however, the society announced its intention of taking on 100 additional volunteers including thirty social service aides. Some will serve clients directly in the manner mentioned above. Others will serve the agency on a project basis, one project already planned being to conduct a survey of the city's abandoned buildings.

PERHAPS the field of social work most aware of its need for volunteer help both now and in the uncertain future is represented by the children's agencies, particularly those which serve children in groups. Responsible social workers in this area are almost overawed by the problems that threaten to devolve upon them: a practically certain rise in delinquency; possible mass evacuations; possible twenty-four hour care of small children. And in the immediate present is the problem of providing day care and after-schoool care for children of working parents, needs never adequately met and now expanded to immense proportions in defense areas. Knowing that poor standards in a children's agency may have more disastrous results than in any other branch of social work, leaders in the field are frightened by the scarcity of trained staff in the face of swelling problems. To them the expanded use of professionally supervised volunteers offers a method for enlarging agency programs so that the jobs which will have to be done for America's children can be done under competent, trained direction.

An indication that many agencies share this view is contained in the files of the Manhattan branch of the Greater New York Civilian Defense Volunteer Office which last month had listed as available some 400 "job opportunities" for volunteer kindergartners and child care assistants, as well as some 7,500 opportunities for volunteer group leaders for work with older children. The demands for kindergartners and child care assistants came from day nurseries, nursery schools, playgrounds and child health clinics, while the "character building" organizations, settlements, and neighborhood centers were after the group leaders. The Girl Scouts alone had asked for 400.

More cautious are plans for expanding the use of volunteers in day nurseries which are member agencies of the National Association of Day Nurseries. A recent survey of the twenty-seven member nurseries in the territory corresponding to OCD's Region II (Delaware, New Jersey, New York) showed that twelve already used from one to twenty-five volunteers, that twenty-three planned to take on volunteers for the first time or to enlarge their present

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volunteer staff, that sixteen felt that with the addition of volunteers they would be able to take in more children.

Though thoroughly approving the present volunteer consciousness the National Association of Day Nurseries is holding up a red flag against the indiscriminate use of lay help. Intake, the association points out, must always remain a case work service in the hands of a skilled social worker, for the question of whether a very young child can safely be separated from its mother is not one to be taken lightly. The association also warns against the use of part time volunteers who come in only a day or two a week, necessitating a constant change of personnel and making it difficult for the children to overcome a sense of strangeness and confusion. It suggests that the most satisfactory plan of building up a reservoir of trained volunteers against an emergency might be to take on a few full time volunteers for short periods of about three months duration rather than to enroll several part time volunteers for longer periods of service.

Standing beside the NADN in the determination to preserve agency standards while pushing the development of volunteer programs are the U. S. Children's Bureau, the Family Security Committee of the Office of Defense Health and Welfare Services, the Volunteer Offices Section of the OCD, and various national organizations such as the Family Welfare Association of America, the Child Welfare League of America, the National Case Work Council. The Child Welfare League has suggested that an agency can best find the volunteer's place in its program by first analyzing the program and defining "the areas where the professionally and technically trained person is needed and where the volunteer, who incidentally stands ready to take some necessary training, has a real job to do."

THE emphasis on training is shared by the other advisory agencies. Said a recent issue of *The Child*, monthly publication of the U. S. Children's Bureau: "Even the volunteer who helps with filing in the office of a child-placing agency or weighs babies in a child health clinic should have some understanding of how his or her job fits into the whole community plan for children."

The Children's Bureau has prepared an outline of a basic training course for "child care volunteers" which it recommends to communities as a requirement for all volunteers intending to enter children's agencies. The plan includes a series of twelve lectures, "designed to give the volunteer a background of information regarding the normal development and everyday care of children, their problems and special need; modern ideas regarding the wise rearing of children and community services in behalf of children." Lectures would be supplemented by field observation trips and followed by field practice under professional supervision. The bureau is now working on a plan under which volunteers who have successfully finished an approved course might be awarded a certificate to identify them to agencies and placement bureaus as child care volunteers. Such a stamp of approval might also serve to safeguard the volunteer against the lure of all sorts of fly-by-night courses being given by well-meaning but incompetent volunteer defense organizations.

In New York, where innumerable new and "glamorous" voluntary defense organizations have sprung up to offer courses in everything from signaling to child care, the endorsement of courses has become a major concern of the Civilian Defense Volunteer Office. One large group, the object of much "glamor" publicity, which had been offering child care courses conducted by persons with very little background in the subject, recently agreed to drop all courses which the CDVO could not endorse and to refer its welfare volunteers to the CDVO for placement.

THE place in a volunteer training program of a Civilian Defense Volunteer Office, to which the OCD bears only an advisory relationship, depends largely upon the local situation. In a city the size of New York the volunteer office cannot hope to train all the volunteers needed by the social agencies, but it can act as a clearing house for courses being offered by other organizations and as a prod to encourage courses which are needed. The New York office offers a general orientation course to acquaint volunteers with the purposes and characteristics of the welfare services, but it recommends this to its "welfare" volunteers, rather than requiring it of them. Provision of what the agencies want their volunteers to have is regarded as mainly an agency responsibility. However, the office, recognizing the need of basic courses in certain fields, such as child care where demand for volunteers is and will continue to be large, is encouraging competent organizations to sponsor them. "Endorsed" child care courses have already started under the auspices of the Child Study Association, the Cooperative School for Teachers, the Summer Play Schools Association. In some communities orientation courses on community welfare services provided by the local Junior Leagues for their provisional members have been opened to any volunteer with a serious purpose.

Organizations everywhere are doing a lot of rethinking in regard to the volunteer's equipment. One conclusion that is seeping to the top is the need for providing a general understanding of human behavior patterns. Following this line of thought are the Child Study Association, which is bringing the elements of mental hygiene and child development into its volunteer training, and the Community Service Society of New York which plans to help its new volunteers to a basic understanding of the behavior reactions of "people in trouble." Such a foundation, it is believed, not only will equip the volunteers for contact with people who come to the agency in normal times but also for working with people who will need the agency's help during or following a disaster.

Some of the largest promises for volunteer training are coming from the Work Projects Administration which is stepping into the breach in areas where there are no voluntary organizations able to do the job. In Alabama the Community Service Division of WPA is offering training to volunteers through its regular facilities for training workers for its service projects: housekeeping aides, nursery schools, recreation, school lunches, adult education, libraries, clerical assistance. In other areas WPA volunteer training programs, though not so diversified, promise to provide an answer to the urgent need for giving a background to volunteer nursery workers and recreational group leaders. In New Jersey the WPA has offered its twenty-eight nursery schools and three child centers to the State Defense Council and the local Red Cross chapters for the training of volunteers in child care. In New York City the WPA recreational project has completed plans for an extensive volunteer training course to be conducted by WPA recreational leaders. Placement of these volunteers will be made after six weeks of supervised practice in WPA recreational projects. In some instances they may be used

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to "take up the slack" in the cultural programs which suffered severe staff losses through the WPA cuts of last July. Further volunteer assignments will help settlements, playgrounds, and other centers to expand their programs.

The availability of volunteers to respond to the renewed and invigorated welcome from the social work field varies with local conditions. Where a Civilian Defense Volunteer Office or other central volunteer bureau exists, interviewers are bending every effort to interpret the needs of the welfare services and their connection with "defense" to eager women who "want to do something." In some communities, particularly those where service organizations, such as a Junior League, have always done a good interpretive job, volunteers are responding more quickly than the agencies are ready for them. In others the widespread publicity given to the protective services—air raid wardens, fire watchers, plane spotters—tends to dim what glamor might have surrounded the task of ministering to troubled people. But there is no question that on the whole more volunteers are offering their services to the field of social work than ever before in the years since it has been guarded by professionals; and that social work has put out the welcome mat, not just to humor them with busy work, but to benefit from the jobs they can do. There is little doubt, too, that in some agencies a hope is arising that the discriminate use of carefully supervised volunteers who have a thorough understanding of the agency's purpose, will help buttress agency standards to withstand the rocking of the world.

Welfare Wardens

By HENRY E. KAGAN

Rabbi, Sinai Temple; Chairman, Council of Social Agencies; Mount Vernon, N. Y.

ADD a new name, "Welfare Wardens," to the growing list of civilian defenders. It designates the personnel of an organization of Mount Vernon social workers formed to function as a unit in the event of bombings. Through this organization the community welfare agencies have pooled their professional staffs for coordinated service in the social emergencies and critical family situations which would result from an air attack.

It may be observed that while the immediate dangers of bombing are being emphasized and precautionary and protective measures are being prepared, less attention is being given to the aftermath, to the longer term services of rehabilitation to people bombed out of their homes.

Believing that in the national emergency a community should utilize and exhaust its own facilities before calling for outside assistance, the chairman of the Mount Vernon Council of Social Agencies canvassed the constituent members on the services which their trained social workers could render to civilian defense. Assured of active and dependable cooperation he proposed the organization of Welfare Wardens and submitted a plan for their functioning to the mayor who secured for it the official approval of the Civilian Defense Council. The Defense Council then assigned one of its members to act as liaison officer between it and the Welfare Wardens.

The Welfare Wardens have an executive committee of four: the Defense Council representative, the local Red Cross director of disaster relief, the commissioner of public welfare, and the chairman of the Council of Social Agencies. This committee set up headquarters with its own telephone exchange in the central building of the Department of Public Welfare, and established welfare warden stations near the principal's office in sixteen public schools.

The day after Pearl Harbor we were ready to man each of these stations with an experienced social worker as a welfare warden, assisted by two Red Cross volunteers, one trained in first aid, the other in registration. Each worker was assigned to a station nearest his residence, and was instructed to report for duty at the air raid warning signal. Meantime, the public had been informed of the set-up and advised, in the event of emergency, to go to these school welfare stations for immediate help and for guidance to the appropriate social agency for assistance.

We assume that many of the welfare needs created by a bombing—if and when—will not be different from those which social agencies long have been serving. For example, the loss of the family breadwinner by an air attack might call for the service of old age assistance, aid to dependent children, or foster home care; the destruction of the home would necessitate new shelter, clothing, feeding, and emotional guidance. We feel that our agencies, private and public, must and can be ready to respond to these exigencies as similar agencies in England have responded with services for the relief of air raid victims. It is understood that if the damage should be so extensive as to overload the community services, the American Red Cross disaster relief would be available. But even then, responsibility for the long term readjustment of family units would devolve upon the local social services. In any case, the presence of these services on the spot, in the persons of the welfare wardens, treating acute necessities without delay and duplication, would benefit the affected citizens and inspire public confidence.

As the first step in the organization of the service twenty-five employed social workers from a dozen agencies were enlisted and instructed as station wardens. Because of their professional equipment and their knowledge of available services, they were ready to function immediately. In order to conserve the professional group for normal services and for the supervision of widespread disaster and headquarters work, a program to train volunteers as welfare wardens was initiated. The call for volunteers was issued by the Civilian Defense Council while the Welfare Warden Committee planned the training. For this purpose it formed a special Instructors' Committee of supervisors from the Public Welfare Department, the Family Service Association, Red Cross Home Service (which gives first aid and clerical courses), Visiting Nurse Association, and so on. This committee prepared a registration blank which asked the volunteer for information regarding academic training, practical experience in social work, present occupation, time available for courses, languages, work preferences, and the like. Another committee to interview the registered volunteers was created by enlisting the assistance of the State Employment Service and the School Placement Bureau. In the four weeks since the program was initiated, seventy-three volunteers have registered from our community of 67,000. Of this number, fifteen were trained social workers, now otherwise employed, and fifty-eight were teachers, volunteer settlement workers, and experienced laymen such as members of boards of social agencies.

The Instructors' Committee is giving two courses to

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these volunteer welfare wardens. The more experienced take the refresher course of six two-hour sessions, with a prepared outline, and forty-eight hours of field work in three agencies. This is designed to acquaint the volunteer with all phases of local social work and with the general principles of disaster relief, and to instruct him in the routines of applications for relief, forms for which have been supplied to each station. A digest of material dealing with the war experiences of English social workers is also presented. The second course for the less experienced volunteer consists of ten two-hour sessions and forty-eight hours of field work. Included is discussion of the case work concept and of historical backgrounds. Volunteers in both groups are invited to attend meetings of agency case workers. Upon satisfactory completion of the course the volunteer is certified, is provided with an identification card and an armband with the insignia of the Welfare Wardens, and is instructed to report to an assigned station when the air raid warning sounds.

Effort is made to assign volunteers to their own neighborhoods. Parent Teacher Associations have been asked to recommend capable recruits for welfare warden work and pamphlets regarding the stations and their services are being prepared for home distribution by school children.

This Welfare Warden program is predicated upon an air attack, but its usefulness need not await that eventuality. The services of a welfare warden need not languish for want of a bomb. Instead of losing the benefits of his training from disuse, the warden can increase his experience by volunteer work in the agencies, especially in supplementing the staffs of the under-staffed private agencies. This opportunity distinguishes welfare warden work from other civilian defense and perhaps makes it more attractive.

While the welfare wardens are organized for a bombing emergency, possibilities for their further usefulness at once suggest themselves. Wardens could canvass the homes in their districts and list the space available for temporary shelter of neighbors. When there are at least four wardens to a station, they could be assigned to regular hours of duty to supply information on the proper local or national agencies to be consulted on wartime problems. Since the stations are in school buildings frequently visited by the mothers in the neighborhood, they well may be used as centers for dissemination of information on available nutrition courses and on matters of consumer concern and for consultations between parents and volunteers certified in nutrition.

We believe that the Welfare Warden plan justifies itself in terms of the wartime emergency, bombing or no bombing. But we also believe that its benefits will carry over to normal and happier times. Through it the base for securing volunteers for welfare services is being broadened, and the agencies and their services are becoming better known to the general community.

The Hard Pressed Merit System

By LOUIS E. HOSCH

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PUBLIC welfare administrators: "How can we get staff in competition with the war service agencies? How can we keep it after we get it? Can the merit system supply the needed replacements?"

Public welfare employes: "Why should we resist the call to the war services? Why should we turn down higher salaries and better jobs? Why should the doubtful security of the merit system hold us in times like these?"

A critical test faces public welfare merit systems at this time and critical questions face all federal, state, and local civil service commissions. How the test is met, how the questions are answered, is of far reaching importance not only to present practice but to the future of the merit system.

If one is willing to say what *must* be done to maintain staff and preserve the merit principles, and let it go at that, it is not difficult to frame answers to the questions now besetting public welfare employes and administrators. But it is one thing to state the "musts" and another to reconcile all the administrative and human factors involved. The musts are three in number:

1. Many public welfare employes must remain in their present jobs, basically important to total defense, even though it means sacrificing higher salaries or greater responsibility in the more dramatic war effort. All should stand ready to serve in the armed forces when needed and to accept new and additional responsibilities wherever they arise.

2. Welfare administrators must offer employes security in their present jobs, higher salaries, greater opportunity for promotion through in-service training and understudy or apprenticeship methods, and must maintain out of their own conviction the importance of welfare services as part of the total defense effort.

3. Merit system and civil service agencies must streamline their recruiting process and move faster and more effectively than the operating departments they serve. They must demonstrate, as never before, that they are *service* agencies and not just police agencies.

But such phrases as "streamline the system," "greater security," and "sacrificing opportunities" mean little unless they are related to the realities of policies and practices which have developed in the public welfare merit system in the two years since it became in effect mandatory. The last year has been a difficult and critical one, but a review of what has happened may offer some guides to the improvement of the system which must serve in a future even more difficult for public welfare and civil service administration.

In 1941 the state merit systems had adequate and generally favorable treatment by the press, with unbiased reporting of honest differences of opinion between federal and state or state and local officials. References to "federal domination and dictatorship" were fewer, undoubtedly reflecting improved federal-state relationships. Sometimes such references were sincere expressions of opinion, again they only echoed a few governors, known the country over for their outcries about "violation of state rights."

The extension of the merit principle to every state in the

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Union, started late in 1939, was completed during 1941. This comprehensive coverage of approximately 80,000 public welfare employes was a great accomplishment, even though in some states there was more system than merit. A number of the states were slow to move, with a few resisting certain requirements to the point where federal officials threatened to withdraw funds from state social security programs. It was in these states that examinations were delayed until almost the end of the year.

It should be recognized that along with the rapid expansion of merit systems for public welfare employes, there has been, in the last few years, a great deal of civil service legislation, which has not always included public welfare employes, especially those on the local level. For purposes of clarity the term "merit system" is used in this article to refer to selection processes for public welfare departments established to meet the requirements of the amended Social Security Act; the term "civil service" is used for those systems which also serve other public departments.

THE organization structure of merit systems varied widely in the several states. Since the Employment Service operated until the end of the year as a state administered agency it was part of the structure. What effect the transfer of its employes to the U. S. Civil Service System will have, cannot be determined at this time. In twenty-four states a joint merit system, with a council and supervisor, serves two or more of the federally aided social security programs. In seventeen of these twenty-four states, the merit system council serves the public assistance, employment service, and public health programs; in four it serves a combination of public assistance and employment service; and in three it serves public assistance and public health.

Among the other twenty-four states, eight have single departmental merit systems for public assistance while sixteen utilize existing state civil service commissions for the social security programs. In only seven of the sixteen does a statewide civil service commission serve both state and local public welfare agencies. In the other nine a state civil service agency is used, with special arrangements for personnel in local units. These special arrangements include departmental systems operated by independent merit system councils for all counties, departmental systems operated by state civil service commissions under contract or special rules, local civil service commissions which serve welfare departments.

During 1941 there was considerable evidence that some of the more difficult administrative problems arose in those states where the older state and local civil service commissions were used by welfare departments. In most instances the difficulties involved jurisdictional conflicts, variation between state and local civil service rules, differentials in salary ranges for similar jobs, and related problems.

Fewer difficulties were encountered in states with merit system councils serving both state and local public welfare departments. In many states interested citizens serving on merit system councils found their proper places in the scheme of administration. While a few council members still appeared to be window-dressing and a few others persisted in thinking of themselves as administrators, most of the councils were able to strike a happy medium between these two extremes and to operate as policy-making bodies or appeal boards. Where they failed to perform these proper functions, the difficulties sometimes centered in a buck-passing merit supervisor who repeatedly pulled them into detailed administrative questions. In a few instances the long arm of spoils politics attempted to reach through the merit system councils or around the merit supervisor, fortunately with limited effect.

Along with the extension of the merit system and the strengthening of the civil service structure, the year brought other definite accomplishments. For the first time in the history of public welfare administration in this country, there is now in existence a detailed job description of duties, responsibilities, and minimum qualifications for positions in every federally aided state public assistance program. While some of these position classifications were being completed early in 1941, others already were being revised, evidence that a flexible plan was developing.

Discussion among public welfare officials last year showed that they saw the classification plan as an administrative aid in clarifying areas of responsibility and assignment of duties and authority within agency organization structures. Not enough of their employes, however, saw it as an outline of a career ladder or as a framework defining lines of promotion and transfer. To many employes the plan and its companion, the compensation plan, appeared to be a pigeonhole placement pattern, more rigid than otherwise. As job descriptions were being written, social workers and personnel technicians locked horns over terminology. The social workers attempted to expand the concept of function to allow for a developing, growing, or changing program; the technicians, faced with the task of defining the jobs quickly because of pending examination dates, gave the impression of impatience. In spite of these difficulties, stemming from limited time and involving the first extensive contact between the two professions, the job was well done.

SOCIAL workers both inside and outside the agencies who helped merit system staffs with the difficult problems of recruitment, learned many new techniques from personnel specialists and became aware, some of them for the first time, of some of the limitations to merit system or civil service selection. For years social workers had supported and encouraged the extension of civil service as a cure-all for many problems which, as a matter of fact, no single system could solve.

They learned, as did some of the new merit system technicians, that a procedure to evaluate education and experience qualifications is a complicated business. When social work committees attempted to establish definite norms and standards to guide merit system agencies in grading education and experience, they found that they themselves were not prepared to make some of the fine distinctions—for example, what constitutes "an accredited agency," or "progressive experience"—which they previously had demanded of civil service.

The profession of social work learned that some of the limitations of civil service are in part the limitations of social work. It was impossible to expect fine distinctions and detailed evaluations of the agency experience submitted by candidates when there were few norms that could be used. The task of evaluating education was easier because of the work of the American Association of Schools of Social Work in establishing criteria for accredited schools.

No review of the merit system in 1941 would be complete without mention of some of the problems presented by incumbents. This civil service term defined the group who were employes of the welfare agency and who had

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been employed prior to a certain date. Many of them did not meet the minimum qualifications established for their positions, but were allowed to take examinations and if they passed to retain their positions. In many of the states these incumbency provisions had two major effects. First: it gave employes who had demonstrated ability on the job an advantage over other competitors, thus reducing the possibility of wholesale turnover in staff. Second: it circumvented established minimum qualifications and delayed the raising of minimum standards until incumbents were replaced sometime in the future.

According to qualified experts who have studied the results of the examinations in 1941, the incumbency provision has resulted in the replacement of about 15 percent of all incumbents, many of whom lacked minimum qualifications, with new employes who possessed those qualifications. When this is compared with the "blanketing in" process which in most instances did not require any examinations for incumbents, the progress which has been made by the social security merit program becomes evident.

The task of examinations was difficult in many states because all welfare employes were examined at once and the merit system agencies were unable to call upon the public welfare personnel to assist in evaluating education and experience, reviewing test questions, and assisting in oral examinations. This denied the merit system agency any help from some of the best qualified people in the community. Fortunately it will not need to happen in the future.

As soon as initial examination programs were completed, many administrators found that they had a very limited list or even none at all of eligibles for certain jobs. The several factors that contributed to short lists must be studied most carefully and procedures revised if merit system agencies are to operate more effectively in the present emergency. The merit system agency and welfare department failed in one or more of several respects:

1. A positive recruitment program to interest all qualified candidates was not undertaken.
2. Announcements were not widely circulated in the proper places.
3. Unnecessary residence, age limitations or other restrictions were imposed.
4. Salary ranges were unrealistically low.
5. Minimum qualifications were too high.
6. Prospects for employment appeared to be limited because of preference to incumbents.

Even in states where these factors operated only to a limited extent, two other factors quickly depleted the eligible lists. One was the increasing rate of turnover in agency staff, the other was the draining off of people on the eligible list by defense industry and agencies.

In the spring of 1941, the march of clerical and stenographic personnel to other jobs began. New examinations were given, but in certain classes of work the number of candidates was beginning to shrink. By fall, many of the professional staff harkened to the Defense Pied Piper and followed clerks and stenographers in the parade to other agencies. In December public welfare administrators reported extremely high rates of staff turnover, beginning in the summer and steadily rising. One state, with a turnover of 93 percent in clerical personnel within ten months, reported a loss of the entire staff in two counties in one day. While no one yet knows the normal rates of turnover by classes, it is known that the present rates are so high that they put a heavy strain on the merit system.

The burden that this situation puts upon public welfare agencies demands immediate attention. Unless these trends are reversed, programs will suffer, administrative controls will be weakened, and public welfare agencies will be handicapped in meeting their important responsibilities as part of the total war effort.

This multi-factor problem cannot be corrected with a single-factor solution. To increase salaries is one of the obvious moves, but only one. It has been noted that in a few agencies where salaries are reasonably adequate, turnover is low; in those states with few if any war-connected activities, the competition is slight. Some states early in 1941 increased all pay rates. Others made revisions in certain classes later in the year.

While more attention must be given to prevailing rates for similar work in the several states, there is more to the problem than higher salary rates. Employes sometimes leave one agency for another at the same wage because of greater opportunities for advancement or because of the dramatic appeal of a defense-connected program. In some instances, low staff morale is an important but subtle factor in turnover. Employes fail to see the importance of their public welfare jobs because administrators have been so busy gearing the continuing services of public welfare into the total defense structure that they have neglected their own job of personnel management.

Maintaining staff morale through all the known techniques of staff management has become a vital necessity. Unfortunately, however, in 1941 there were still a dozen or so state welfare administrators who had not appointed a full time or part time personnel officer to study staff problems, to develop sound policies, and to assist the director in giving life and reality to the merit system procedures. When these administrators appoint full time qualified personnel officers or allow some competent person on their staff to implement personnel rules and assist the operating staff with personnel problems, they will find fewer difficulties due to staff morale.

Full time and part time personnel officers demonstrated their essential usefulness last year in the development of service rating forms and procedures. They played an important role in working with division heads and operating staffs in devising different types of rating forms for the several types of employes and in establishing sound staff evaluating procedures as part of the entire supervisory process. Exchange of information on this problem through the American Public Welfare Association reveals that in 1941 the futile search for the "perfect rating form" subsided and a growing awareness of the importance of reporting and rating procedures took its place.

During 1941 a committee of personnel officers of state welfare departments developed suggested policies and procedures for staff management in state agencies. The principles relating to in-service training which they framed were generally approved by most of the state welfare officials at a recent national conference. It was agreed that in-service training is not a substitute for education and that it is for all employes on the job, regardless of education and experience. This policy seems highly important in view of the high turnover in staff and the limited supply of trained people for replacements. It was the concerted opinion of the officials that in-service training should be the responsibility of some person trained in techniques of

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adult education as well as in social work, and that agency needs rather than the education of the worker should be emphasized. In spite of widespread discussion during the year, there was little evidence that it had brought forth many comprehensive programs.

The year 1941 saw an old concept die. We recognized that civil service or a merit system is not a static state of being, but a multiple process. We learned that good personnel can be selected and retained only through a combination of policies and procedures, and that a merit system can be weakened or destroyed by violating simple rules.

As public welfare administrators face the problems of 1942 and work with merit system supervisors to correct some of the obvious mistakes of last year, they well might remember the advice of Commissioner William J. Ellis of New Jersey who, in December, told the state administrators: "Have faith in the importance of your own job! Unless you do, you will not be able to convince your own staff of the vital importance of public welfare as part of the nation's total defense effort."

Bargaining Rights in Civil Service

By ELLIS RANEN

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THE expansion of government into many new fields, the transfer of tens of thousands of temporary and provisional employes into civil service status, the organization of workers into growing labor unions and the latter's demands for recognition and for extension to them of the rights accorded to employes in private industry (sole collective bargaining rights, union shop, contract, strike)—all these developments have created a great deal of interest in a problem that calls for careful consideration.

In the present national emergency, when labor and management in private industry have voluntarily agreed to settle their differences peaceably and to forego strikes and lockouts "for the duration," it behooves those who are engaged in government service to study objectively the problem of labor relations in government's own house. Extreme stands have been taken concerning the five million employes in federal, state, and municipal units who unquestionably have legitimate grievances on subjects of pay, security, working conditions, performance yardsticks, rules and regulations. On the one hand, the leaders of these unions affirm that "labor in government must have the same rights as labor in private industry"; on the other, public administrators refuse to recognize the very existence of these organizations, taking refuge in outworn conceptions and phrases which reveal ignorance of social trends, of the economic problems of their employes, and of modern methods of public administration and personnel relationships. There are, also, the usual number of theorists ready to support either side—lawyers who deny every collective right to government employes and instructors in public administration who are willing to go the whole hog, including the right to strike.

The right to bargain collectively with one's employer in private industry is well established in the law of the land. Recognized as a socially justifiable principle, it has been protected by various federal and state statutes. Few now question the right to bargain collectively and only a small minority of employers continue to fight a delaying rear-guard action against this democratic precept.

This right never was interpreted either by labor or by management as merely a right to sit and talk and in case of inability to agree, to forget the issue by retaining the status quo. Properly conceived and directed, this process presupposes three fundamental rights:

1. The right of the owner not only to agree to union demands but also to have the recognized authority to give higher wages, better conditions and shorter hours.

2. The right of both sides to bargain—that is, of one side to ask for more, of the other side to offer less—and if possible to compromise.

3. The right of the union to fight for its demands as well as to enforce them upon the owner by all legal measures available—including strikes.

These three elements make collective bargaining a living process; without them the term does not make sense.

To what extent is industrial collective bargaining applicable to government employes who are concerned with presenting their grievances on such problems as conditions of employment, wages, hours, dismissals—all subjects calling for consideration and adjustment? There is no rule-of-rote by which to define labor relations of public employes. They are in a constant state of flux as government moves from the policing to the servicing functions, from purely administrative to proprietary ventures, and any formula for practical dealing with government employes must have as its starting point a critical understanding of the exact status of the administrating agency and its employes.

A worker receiving a check from the public treasury has not by that token the same status as every other worker similarly reimbursed. The tendency to bulk together civil servants, non-civil servants, administrative and industrial employes, and even workers on WPA projects, without differentiating their conditions of employment and the authority of the employing agency, represents fallacious thinking by some and a less-than-honest organizational technique by others in a field vital to the preservation of an efficient, non-political civil service merit system in the United States. The main subdivision obtains between those who have civil service status and those who have not. There is a further difference in the source of employment—federal, state, or municipal. Another distinction must be made among an individual city department, an independent agency controlled by government, and a business acquired by government and run for profit and/or service. In all these instances—and this point cannot be overemphasized—the opportunities for negotiation and for granting the demands of staff organizations are as various as the authority vested in the heads of the agencies or in the source of authority.

In practically every community, whether run on the mayor-council, city manager or commissioner plan, the heads

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of the local departments are appointees and some of them are career men themselves. By the very nature of their appointment they are subject to policies outlined by those who appoint them or approve of their appointments. Those appointing them are in turn responsible to the community for their policies, and for the economy and efficiency of operation. Usually a civil service commission serves as a recruiting, training, and rating agency for the city personnel. In the selection of personnel the head of a department plays only an advisory role—that is, he may or may not participate in laying down the requirements for an examination to be given by the civil service commission for the various jobs and types of services needed in his department. Once the individual has passed the examination and is on the list for assignment, the head of a department has no voice in determining who should—or should not—be assigned to him to perform a job, except as the "rule of three" gives him a choice from three names submitted to him.

Even the number of people assigned is beyond the commissioner's authority. In New York City, as in many other cities, the administrative budget for any department is anticipatory and is submitted before the fiscal year to the city authorities for approval. The budget director, subject to the approval of the Board of Estimate and the mayor, is in complete command of the budgetary appropriations for the various departments. In other words, the grade and numbers of employes are beyond the final power of the commissioner, although his requests and recommendations admittedly carry weight.

Working conditions are of concern not only to staff members who labor with them but also to every administrator who desires efficient performance. Physical set-up, space, light and heat, adequate supplies, necessary tools and machinery, together with vacations, sick leave, disability compensations, rest periods, and other personnel practices, are the component parts of working conditions. And of perhaps even more importance (since they go to the heart of labor relations and efficient management) are the questions of work load, production yardsticks, and fairness in evaluation, distribution, job assignment, training and supervision, and dismissal of staff members. On most of these problems there is mutuality of interests between the supervisor and the supervisee because both as citizens have a stake in efficient and economical public service.

FACTS do not bear out the contention of Philip Murray, CIO president, that "wages and hours . . . matters with which workers are primarily concerned" are not governed by civil service laws and hence that such statutory regulation cannot be substituted for collective bargaining. Salaries of civil servants are decided upon prior to examination and advertised publicly by the civil service commission. While department heads are sympathetic to requests for salary increases, particularly for low-bracket workers who earn $17 or $18 per week, neither they nor the workers are in a position to raise salaries without the agreement and approval of such controlling agencies as the city and state civil service commissions, boards of estimate, and city budget directors. The unions know that negotiations with local agency heads on this subject are futile but they frequently pretend they do not. Thus, while Mr. Murray asks for *collective bargaining on wages,* his own civil service union conducts a "wage raise campaign" in New York City. Instead of "bargaining" with the various commissioners the union is collecting signatures on petitions to the City Council in the hope of securing passage of a bill embodying its suggestions.

Hours of work are prescribed by municipal regulations, but some elasticity is permitted the administrator who, subject to the mayor's approval, can modify some aspects of the working hours. He may establish a five day working week if he can do so without reducing output or increasing costs. Occasional holidays may be granted to the staff and time off for overtime is within the administrator's authority. But—and this is a point of critical significance—to bargain with the administrator on the subject of *pay* for overtime is impossible simply because this is an area over which the budget director and city controller have jurisdiction.

I DO not want to give the impression that I consider it futile for civil service employes to organize, or that department heads are helpless to improve working conditions and labor relations of their subordinates. The commissioner, needless to state, has many discretionary powers *within* the limitations of civil service laws and *shared* authority with other city authorities. But the very nature of these limitations are such that, as Commissioner William Hodson, under whose administration the New York City Department of Welfare has inaugurated an outstandingly progressive labor policy, points out, "There cannot be collective bargaining in government in the full sense in which that term is applied to private industry."

Commissioners' prerogatives under the present set-up of municipal and state governments frequently are shared with other authorities. Take, for example, a single physical fact such as working space. This is one of the primary needs of New York City departments and yet it is only partially under the control of the commissioners concerned. Buildings are allocated, rented, approved and remodeled by the bureau of real estate of the Board of Estimate. The department of purchase handles supplies and tools. The removal of a telephone from one major unit to another must be approved by the city budget director. Had I sufficient space I could review the grievances presented by various staff organizations for the last six years and show how many of them were outside the scope of my authority as industrial relations counselor of the Department of Welfare to negotiate, let alone bargain. All these problems are discussed with other departments involved, and wherever feasible practical solutions are worked out. But it would take a great deal of imagination completely unrelated to reality to say that in making efforts for the adjustment of the complaints and grievances submitted by the unions and other staff organizations any full approximation of the process of collective bargaining could be or is employed.

The opportunistic devotees of the immutable principle of collective bargaining deploy strategically when presented with this argument. "Why can't we bargain on those matters over which each department has jurisdiction?" This contention is reasonableness itself. Such a statement, however, admits implicitly the limitations on the authority of the commission to bargain about certain labor problems which unions themselves contend to be paramount to industrial labor relations and by this token makes inapplicable the term "bargaining" in civil service departments. Further, can there be bargaining on matters concerning which the commissioner can only make a recommendation? To bargain about a recommendation is not to bargain at all. Does

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negotiation about the few matters which do not involve budgetary expenditures constitute collective bargaining within industry's meaning of the term?

"If we can't bargain with the commissioner, why not with representatives of the city or state administration as a whole?" While mayors and governors have broader authorities in dealing with employes, they have no individual "ownership" rights to change the method of employment, salaries, and administrative budgets—they must obtain authority from the appropriate legislative sources. Neither can they enter into an agreement with a civil service union because this would be an unlawful delegation of public power to a private organization over which there is no public control. Of course, there are joint agreements on policy in existence, but these are a far cry from the contracts signed in private industry. Independent agencies, such as the Tennessee Valley Authority and the Inland Waterways Corporation which are industrial enterprises operated by government units and derive an income from these operations, can adopt a more specific labor policy. (But the collective agreement in the Inland Waterways Corporation specifically states that when its employes are transferred to civil service status all existing contracts will be abrogated.) In such agencies collective bargaining depends upon three conditioning factors: 1. The extent of the employing agency's authority; 2. The employe is his own paymaster as a taxpaper and his immediate boss neither owns the plant nor does he gain any personal profit from it; and 3. The social implications involved in serving the community, state or nation.

As to exclusive bargaining rights, suppose that an administrator grants the demand for collective bargaining and decides to deal only with the majority staff organization on subjects within his authority. The time saved by this procedure is offset by the adverse effect on staff morale, and the consequent limitation of the contribution that a proper process of staff participation can make to the efficiency of the agency's functioning. An administrator must provide channels for participation on an individual and organizational basis for a mutual understanding between himself and his staff as to policies and practices. It is not within the administrator's province, nor is it in the interest of the agency, to limit the participation to one organization and thus block the avenues of other organizations or individuals. A public administrator whose anti-union bias prevents him from being impartial is acting contrary both to the spirit of the times and the American conception of fair play and free association.

I can cite, offhand, a situation in which a civil service department would be justified in stepping in and recognizing only one organization. That would be when the only organizations in the department were two unions, each affiliated with a different branch of the labor movement, whose differences were interjected into the life of the department to such an extent that they interfered with its orderly and effective operation. In a brewing factional fight the department may find itself the bone of jurisdictional contention. To eliminate this possibility the department, although not subject to the National Labor Relations Act, may voluntarily call for a departmental election to decide upon the sole agency to confer with the administrator within the latter's limited prerogatives and powers.

There is nothing illegal about this procedure in itself, but the election will solve only the superficial problem, and only for the time being. The process of organization and recruiting will continue, for the elections have no status under the law. The administrator may thus find his department in a constant state of staff friction. A commissioner—there is one in New York City—who implies that discussion with one union of staff problems is a "grant" of "sole collective bargaining rights" is promising something that he cannot deliver. Let me repeat: Where there is no bargaining opportunity, there can be no exclusive right to bargain.

In the absence of a contract which implements collective bargaining in private industry but which is of doubtful legality between administrator and staff, it would be neither undesirable nor unlawful to reduce to writing a mutually satisfactory policy within the administrative authority. The publication of such an understanding, bearing the signatures of the administrator and the participating organizations, may strengthen staff morale by increasing confidence in the justice of the formulation, and in the sincerity of the administrator's desire to consider the staff point of view. Such a joint statement is not a collective bargaining contract, but an expression of staff participation in accordance with democratic principles and the tenets of efficient management.

THE friction generated by labor problems in government service increases when the question of strikes is present. The absolutist positions oppose one another on this issue. One affirms that "You cannot strike against the government"; while the other hotly demands, "Why not?" Both camps bring forward arguments that serve as convenient pegs upon which to hang ideological hats and coats but which do not cover the subject.

For example: While one group says that it is illegal to strike against the government, the other states that the courts have never acted directly upon the question.

Further, group one asks, "Can a motor bus operator of a city-owned transit line abandon his busful of people to join a strike?" To this query comes the rejoinder from group two: "If the consequences of catastrophe are the criteria for determining the feasibility of strikes, are not the consequences of public inconvenience and danger precisely the same as if the transit lines were privately run?"

While both groups arrive at diametrically opposed conclusions, their premises are the same. Both associate unionism, collective bargaining, and strikes as if they were a three-in-one package. The devotees of the principle of "no strike" declare that since strikes are linked up with unionism, and since the former cannot be tolerated, the latter should not be sanctioned. Their opponents declare that inasmuch as unions are necessary, but cannot be effective without the strike weapon, to withhold the latter would be tantamount to prohibiting the former.

Fundamentally the logic of those who argue for strikes in government service breaks down because of the initial premise: "There is no difference between public and private employment." Those who insist that civil service employes can strike against the government, in fact are urging that the government strike against the people. Government is not an abstraction like a geometrical proposition. It is axiomatic that government has no existence apart from the people who collect taxes, clean streets, educate children, protect health and property, and enforce the laws the people have adopted and employed them to enforce. If they interrupt their work by a labor stoppage, government activity is paralyzed and the strike is in fact against the

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welfare of the people. A strike of government officials against the people is socially impermissible.

A picture that includes only the social consciousness of a group of civil servants is out of focus. The true picture includes not only the employes but also the community and the administration. While the triangle is traditionally a symbol of discord, there is no reason why this particular triangle cannot become a symbol of cooperation. In concrete terms this means that the community must give the public employe fair wages, wholesome working conditions, and channels for the settlement of grievances. The administrator (management) must recognize collective rights of staff organizations to represent the employe in negotiations on those matters over which a supervisor has jurisdiction and to adjust grievances as quickly and amicably as possible. The organizations must understand the administration's limitations as well as the philosophy underlying government service and drop the methodology and terminology of the labor movement in commerce and industry.

New forms and techniques must be adopted for dealing with the labor problems of civil servants. These forms involve structural changes in governmental units and formulation of new laws—federal, state and city—dealing with employes in government service. The entire problem must be visualized in a perspective which is broader than conceptions of class struggle and profit motive. It must include recognition of duties as well as privileges, of responsibilities as well as rights, of discretionary powers as well as restricted limitations, and of the basic principles of government in a democracy.

Just Traipsin' Around

By MARY L. ROGERS

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I CAN hear my mother's sniff of disapproval of people who just "fritter their time away, traipsin' around from one thing to another." On the other hand, I recall my father's advice, springing from long years behind a grocery counter: "If you want to get somewhere, you must mix with people." Reconciling these two inherited philosophies is no small problem in the whirl that is a rural welfare worker's life. Unless I am interviewing a client, visiting a home, or thumping a typewriter, I have a guilty sense of time wasted. Perhaps, too, that guilty sense is a throwback to years of teaching, when work was patterned on a schedule and not on the needs of human beings. But when that schedule bug begins to bite me, and I see Work with a capital W, and not full of real people and their problems, my ears begin to burn from the epithets, "that woman with book larnin," or "that hifalutin' social worker."

The Georgia State Department of Public Welfare further complicates this conscience versus traipsing feud by having a well-planned little time sheet on which my runnings around rarely fit. I have learned that you can't make an auditor believe you if you put down such things as:

Received load of bread from the 209th Regiment, and distributed it among hungry colored children.

Went to Dr. Welborn's to get coats promised by wife.

Mended one of the coats for Sadie Lee, child welfare case, and took it to Mudge Stafford's laundry for cleaning.

Took forms to the board chairman for signature, and made bank deposit en route.

Rushed Nurse Dobbins to beat the stork—and did.

Such simple matters as require no mileage go under the item "Office Routine." But dashing from birth to funeral, from commodity warehouse to board meeting, from Willie's schoolhouse at one end of the county to a crippled children's clinic miles beyond the line, make problems that require careful and devious planning. Once I used to say, "Gosh, I can't put *that* down on a travel sheet—I'll just not charge the mileage." But a flattening pocketbook soon made my addled brain ally itself with a conscience that said that mileage or no mileage my time had to be accounted for. And then, there was my Dad's advice: "Mix with people."

It is no matter that I would have to be a hundred persons in one, that I would have to own an ox cart, a Model T Ford, a motorcycle, and an aeroplane to do it, I aim some day to have time to take part in meetings, all of them—political, social, professional, and religious—that the books and my own instincts tell me have a bearing on my job. Right now I just try to hit some of them. Oh yes, I know about the Hatch act and I am not hobnobbing too much with politicians, but at least I should hear them have their say, and see whether it will help accomplish anything in the welfare line.

Aside from a body's own need of recreation, there's money for the program in banquets and club meetings. Being one of the fellows at a Chamber of Commerce dinner lets the businessmen know that the "welfare" is not something off by itself. Then when I call on them for milk for the Beals' kids or a tooth pulling for Sist' Topper they know me and it goes a little easier.

After a session with the county teachers, I know more about planning with the WPA supervisor for school lunches. When the child welfare worker and I see the teachers, and talk to them about the children's difficulties in school, all of us come away with more definite ideas of pulling together.

As for professional meetings in the district, blessed is that supervisor who leaves an hour of free unprogrammed time. Then it's two together, three, and maybe four, all separate little conferences, walled off by our own immediate concerns. There's many an "I don't know what to do about it"; and as many "Well, I did so and so." It's not that any two cases are exactly alike; it's just that there are ways and ways of getting through red tape, and the more ways you know the more you can get done. The louder the buzzing, the more our supervisor knows that we are learning from one another's experience.

In gatherings of church people I may find a generous soul who will buy Johnny Saul's new glasses, or maybe a group ready to take action about the goings on out at the trailer camp. I must learn that the form of religion must fit the soul of the penitent. Who am I to turn up my nose at a Holy Roller meeting, if it puts Johnnie Jones on the water wagon, and makes his wife forget to nag?

I never was one to hold street corner conversations on

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confidential subjects, but sometimes expediency demands that I catch my reference where I can. To a country doctor hurrying for his mail, to a storekeeper tinkering with his front awning, or a filling station proprietor wiping off my windshield, never do I say, in my best social worker manner, "Please come over to my office when you have a moment." The chances are that he'll never have the moment or anyway that he'll never come. No, I take my interviews where I find them. In going for the morning's mail (a trip no one ever misses in our town) I have garnered enough material for a half-hour's dictation on case records and saved myself a call on the clerk of the county commissioners.

The coca cola habit morning and afternoon nets many another interview. Doctors usually happen into the drugstore at morning "dope-time." The hour for the afternoon drink usually finds me at a local grocery store or filling station. For the expenditure of one nickel I get a dollar's worth of information. The local grocer and postmaster combined is often the only one who knows the resources of an individual. It is he who cashes the money orders and checks. He knows whether son Eddie in Florida is sending money to his mother, and who pays off laborers for what. He knows the new address of that footloose Henry Acree and just when it was that the Bellows family moved to town. One of our filling station proprietors is also the official who issues birth and burial certificates, so in one stop I fill my tank and gather necessary data. At another filling station I'm pretty sure to catch a county commissioner who has an interest in the business. I can't dee-daddle around until he comes in, so I just drink a coke, and there's my excuse for waiting.

I always keep a keen eye out for pedestrians on the highway. A cook bound home from work knows the goings and comings in her settlement. Many and many a time I have picked up an applicant on his way from the grocery store, and painlessly got half his case history before reaching his crossroads. Asking the way, even when I am sure of it already, brings information a-plenty. A farmer leans on his hoe in the fence corner, and tells me, no ma'am, Sallie Brown ain't home. She went to Lewis Joneses 'bout an hour ago. Then he reminds me that the little puddle in front of Carter's place which was harmless last summer is now a bog on account of "them big pulpwood trucks a-comin' through." That brings on more conversation about who is doing the wood cutting, and on whose place. If I keep on listening, he will spill more neighborhood gossip than I can trace down in a week. (Did I say gossip? Yes, it's his gossip. As long as I don't take part in it, my conscience is clear.)

Listening is the best thing a social worker does, anyway. When Dr. Edmunds launches into a long history of the Phillips family, I had better prick up my ears and listen, for he knew that family and all its ways, big and little, long before I came here. It might be that one of his off-the-record observations would give me a much needed idea for what to try next. Then there's Mr. Big who delivers a long harangue on WPA in particular, and social work in general. I let it soak in. Perhaps if I consider his viewpoint, it may show up a flaw in one of my pet schemes. Maybe just listening to a lot of people, even with my fingers crossed, will one day get a hearing for my side.

Call this just traipsin' around, if you want to, but it's the only way in a place like this to get social work out of the hifalutin' class, and on the level of the community and the client. Mind you, I am not saying I do all of these things. Some of them I aim to do, some I am just "fixin' to do," and a few I really get done. But I still don't know how to enter them on the time sheet so that they make sense to the auditor.

They Don't Call It Social Work

By VIRGINIA and JIMMY LEE

THE home service visitors for the Memphis Housing Authority take no stock in the old quip, "Give 'em bath tubs and they'll use 'em to store coal." Only once have the visitors found any of the modern conveniences of the five housing projects used for anything but their intended purposes. That convenience was a refrigerator. Opening the refrigerator door in the course of a routine inspection of equipment the visitor was confronted by a basketful of wet clothes. It was a good place to keep them from souring, explained the tenant, until she got around to her ironing.

Home service is a new phase of the housing program in Memphis. It started because of the large number of calls to the maintenance department of the Authority for repairs to mechanical equipment. It began with the appointment of two intelligent, pleasant-spoken women, Jane Richardson and Brooxie Griffin, as maintenance aides to visit the tenants, inspect the utility units, and explain their proper operation and care. The aim of the service was simple, to cut down expenses for the management.

That was the beginning. What Mrs. Richardson and Mrs. Griffin find themselves actually doing is serving as general social and welfare counselors to the tenants, combining many of the advisory functions of a home economist, social worker, and visiting nurse, with a dash of Emily Post.

Originally housing officials throughout the country took the general position that since the tenants of housing projects that had replaced old slum dwellings had sufficient income to meet the monthly rent, they were not objects of charity; that a better physical environment, supplied by decent housing, would be an incentive to such standards of care and maintenance of property as a landlord has a right to demand. Dividends from the better environment would accrue automatically to the tenant in terms of improved living conditions.

"But we have found that incentive is not enough," say the home visitors. "Many a person, in any walk of life, may find himself bewildered in the face of new circumstances and experiences. Simply to move people physically out of the slums does not guarantee that they will be able to make the most of their improved surroundings. They must be moved mentally as well as physically.

"Even in our original capacity as maintenance inspectors, we quickly learned that cleanliness, for example, is not always a natural instinct but often is a practice acquired only from teaching. The dirty housekeeper in an alley dwelling with no running water and only outdoor communal toilets often remains a dirty housekeeper despite a

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private bathroom and the latest in modern kitchen equipment."

Memphis' oldest housing project had been occupied for three years when Mrs. Richardson and Mrs. Griffin made their first visits. The conditions they found in some of the dwellings were disillusioning. It was not only that these particular families seemed to have no idea of how to achieve cleanliness, they had no idea of what cleanliness is. For them to realize, in terms of living, the advantages of their new modern dwellings meant careful patient teaching.

As a result of this and other later experience the home visitors organized classes for tenants prior to their occupancy of new projects. Ostensibly these classes are for instruction in the use and maintenance of household equipment; actually they go into general household management and home-making.

"But don't think that we found only dirty housekeepers among the tenants," said Mrs. Richardson. "The fact is that they were a small minority. Among the 900 families living in Foote Homes, a Negro project, there were only forty-five or so who did not measure up to a reasonable standard, and almost all of these were amenable to teaching."

All told, the home visits, since they were initiated, have resulted in the average of only two or three removals from each project. But many of these were necessary not because bad housekeeping was rendering the apartments unfit for use without extensive and expensive rehabilitation, but because Mrs. Griffin and Mrs. Richardson, in the course of their visiting, discovered conditions and situations which were contrary to the interests of the other tenants as well as to the rules of the management.

It goes without saying that where so large a number of people are brought together, there would be some "bad actors," men whose excessive drinking made them a nuisance to the neighborhood, women whose way of life was offensive to mothers of boys and girls, families who were taking in sub rosa boarders, contrary to the terms of rental. In the beginning the first thought of the home visitors in these cases was eviction: the only recourse open to an ordinary apartment house manager. Today, when they find "trouble" that threatens the well-being of others, they do not recommend wholesale removal of the family, but rather endeavor to have the family itself do something about it. They do not call it social work but in many instances it gets social results.

Part of Mrs. Richardson's and Mrs. Griffin's job is to investigate families applying for dwellings in the Memphis projects. But, they say: "We no longer look only at their dreary physical surroundings, nor inquire only about their economic standing. We have learned from experience how much more constructive our relationship can be if at the start we have an over-all history including problems of health, delinquency, and so on.

"These families, having income sufficient to pay their own way to a great extent, are not and should not be thought of as charity cases. But their narrow economic margin often can be stretched by the use of certain services available in the community. Just as it is necessary to lead some of them to cleanliness, so is it necessary to lead some of them to use the available resources for the help they should have. It is our function to teach them to use those resources just as we teach them to use household equipment for better home-making."

By friendly interest, by suggestion, and often by rolling up their sleeves and demonstrating, Mrs. Griffin and Mrs. Richardson spread their gospel of home-making.

"We even do a little child training," Mrs. Richardson says. "We suggest that children make their own beds and wash their own bathtubs even though the mother may have to go back and improve on the job. In one family I actually taught the children bathroom habits because the old grandmother in charge seemed unable to do so."

Mrs. Griffin, in the course of a routine call to see why a stove wouldn't work, discovered a little girl suffering with what seemed like asthma—and was. She called the health department and soon a visiting nurse was on the job arranging for proper treatment. "But, I think what helped this little girl most," she observed, "is the general cleanliness of the home that was a part of the treatment. In a year's time now she's had only one attack."

BOTH Mrs. Richardson and Mrs. Griffin often find refrigerators nearly empty. They know that their tenants' purses are narrow. This they cannot change. But it occurred to them that a knowledge of how even a little can be stretched in the right direction would be helpful. Now classes in nutrition are under way or are being planned for all projects. Mrs. Griffin, who is a good cook, often trades recipes with the tenants she visits. But, she does not forget her original purpose—to teach the tenant how to clean her stove.

In the beginning, many of the stoves were practically burnt out, many refrigerators never had been defrosted. That the home visitors actually have "earned their keep" is seen in the fact that at one project alone calls for utility repairs have been cut in half since they went on the job.

"Now, of course, we found some people who were just plain bad housekeepers," Mrs. Griffin points out. "But nine times out of ten there was a desire to keep the place clean and in good condition. The women just simply didn't know how. The only way they knew to clean a floor, for example, was with a bucket of suds and a scrubbing brush than which nothing could be worse for a waxed hardwood floor."

It is true that in some instances the visitors are unwelcome and their suggestions, however tactfully made, are resented. But almost always a frank woman to woman talk, a simple direct explanation of the purpose of the visit, will lay the foundation for a friendly relationship.

Today tenants call both Mrs. Griffin and Mrs. Richardson on the telephone to tell them of their joys and sorrows, even to air their domestic woes. The two visitors have learned to be excellent listeners and to avoid getting in beyond their depth. They drop a little common sense advice here, suggest a source of sound counsel there, but they never undertake adjustments that call for professional skills.

"Visiting housekeepers of our type are something new in housing management," Mrs. Richardson explains. "We all have a lot to learn. Experiments have to be made, and a technique of management-tenant relations worked out. In our case we, no less than the tenants, have been the guinea pigs. But the housing managers and the tenants admit that their relations have bettered as a result of our frequent visiting, and we know that the level of home-making has risen. We haven't always made silk purses out of sows' ears, but we've made better housekeepers out of a lot of poor ones. And all of us are learning to use together every source of betterment available in the city."

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Here in Washington . . .

By Rilla Schroeder

IN submitting his annual budget message President Roosevelt said: "It is a budget of a nation at war in a world at war."

The President has a happy faculty of putting powerful punches in a few words and he never achieved better results than here. The message meets the challenge of the Axis in practical terms. Guns, ships, planes, and the "civilian services which are essential to the basic needs of human life." These services, the President declared, are no longer to be considered non-defense expenditures but a part of the war effort.

The budget trims expenditures for WPA, farm aid, CCC, NYA, and public works but at no time does it suggest that these services be discontinued as non-essential to the war program. In fact, they are brought more definitely into the picture as an integral part of the battle of the democracies.

WPA workers, the President said, cannot all be absorbed by the war industries, but their productive power must not be lost to the country in these vital times. He estimated, tentatively, that $465,000,000 will be needed to carry WPA through the fiscal year beginning July 1. A more specific request will be submitted later.

For NYA and CCC, $1,000,000,000 was asked, excluding $50,000,000 for defense training. The total amount, the message said, may not be needed. Here again more specific recommendations were promised for the future, probably early spring.

The President estimated that the reduction in expenditure for the "social" services—farm aid, work relief, youth aid—would be about $600,000,000 from the previous to the current fiscal year, and about $860,000,000 from the current to the next fiscal year. His figures are debated by Senator Harry Byrd of Virginia, chairman of the Joint Committee on Reduction of Non-Essential Federal Expenditures, who sees in them a total cut of only $437,000,000. Senator Byrd's figures take into consideration the $500,000,000 increase in interest charges on the public debt.

In references to proposed changes in the Social Security Act, scattered throughout the message, the President indicated his intention to press for the widening of that program. He specifically expressed his disapproval of the use of payroll taxes as a measure of war finance unless the worker is given his full money's worth in increased social security. "From the inception of the social security program in 1935," said the President, "it has been planned to increase the number of persons covered and to provide protection against hazards not initially included. By expanding the program now, we advance the organic development of our social security system and at the same time contribute to the anti-inflationary program."

Further recommendations were: an increase in the coverage of old age and survivors insurance, addition of permanent and temporary disability and hospitalization payments beyond the present benefit programs; the liberalization and expansion of unemployment compensation in a uniform national system.

Collection of the additional contributions should start as soon as possible, the President suggested, in order that operation of the expanded program might get under way. The payroll tax with the "increased social security," he pointed out, could be inaugurated without undue delay, as the administrative machinery already is operating. He estimated that through the proposed legislation the social security trust funds would be increased in 1943 by $2,000,000,000.

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THE SOCIAL SECURITY BOARD SEEMS TO have been the victor in the tussle for administrative control of the family allotments and allowance program for men in the armed services. Fingers crossed, however, as the proposal at this point is hovering somewhere between the Budget Bureau and the White House and anything can happen before it lands on Capitol Hill. As yet details are not available, but it now seems highly probable that the program will be handled by the Bureau of Public Assistance. Logically, of course, that is as it should be. With welfare offices in every county seat the country over, the bureau not only is equipped to do the job but is ready and the program, under its direction, could get under way with a minimum of delay.

The Budget Bureau is being pressed for early action. The situation of the families of men on Guam, Wake, and Midway is in some instances most deplorable. Incidentally, a point could be raised as to the status of the civilian personnel on the captured islands. Were they or were they not inducted into the military service when they, as reported, manned the guns and picked up the fallen weapons of the service men?

THOSE PEOPLE, AND THERE ARE MANY OF them, who characterize as "devastating" the preliminary report of the Joint Committee on Reduction of Non-Essential Federal Expenditures [see *Survey Midmonthly*, January, page 15] find a crumb of comfort in the minority views expressed by Senator Robert La Follette, who thus sums up the opposition: "Congressional approval of the recommendations would knock some of the major props of federal support out from under our social structure in the lower income levels . . . at a time when national unity and national strength require that high morale and potential abilities be maintained and strengthened among the unfortunate one third of our population which has just cause for dissatisfaction with an economic and social system that has treated them shabbily."

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IN MID-JANUARY, THE HOUSE COMMITtee Investigating National Defense Migration (the Tolan Committee) put on an impressive and illuminating all-day hearing on the extent to which the war economy is creating problems in the fields of health and welfare. Testimony was presented in the form of panel discussions by a group of seven public health experts with Dr. Reginald M. Atwater of the American Public Health Association as moderator and by seven public welfare administrators with Fred K. Hoehler of the American Public Welfare Association as moderator. The session was concluded by testimony from Malcolm MacDonald, former British Minister of Health and now High Commissioner for the United Kingdom in Canada, on British experience in maintaining civilian health and welfare.

In summarizing the discussion of the public welfare directors, Mr. Hoehler listed seven categories of war need:

Need for temporary assistance by workers going to jobs in new locations.

Need for assistance by workers thrown out of employment due to shortages of material and conversion to war production.

Need of dependents of men in service.

Special needs for expanded services and facilities where population has increased due to defense or war activity.

Possible emergency needs growing out of attack or other enemy action.

Needs resulting from increase in the cost of living.

Need for expansion of service programs such as child welfare activities, day care for children of working mothers, and investigative services for selective service boards.

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The Common Welfare

Solomon Lowenstein

WHOEVER knew Solomon Lowenstein, whether in the wide field of professional activity or in the privileged circle of his friendship, feels the poorer these days because of his passing. More than once in recent years illness had warned him of over-drafts on his physical strength, but his inner vitality never flagged. He died suddenly in the middle of a busy day, his calendar crowded with appointments with people seeking his counsel and guidance. He died as he had lived in the full stream of life.

Solomon Lowenstein was a kind and tolerant man with infinite faith in his fellows and infinite patience with their frailties. To these gifts of simple understanding was added native soundness of judgment ripened by wide experience and by intellectual and spiritual integrity into a rare quality of human wisdom.

Many social institutions, sectarian and non-sectarian, many thousands of people whose lives are touched by those institutions, owe much to Solomon Lowenstein—more perhaps than they realize, for he had a talent for self-effacement and was indifferent to "credit lines." His orderly and disciplined mind demanded efficiency of operation in social undertakings, but in achieving efficiency he never forgot that institutions exist for people. In planning effectively for many he never forgot the one.

The Home Front

WHAT has happened in Britain foretells a public demand that the leaders in our civilian agencies display the same bold and courageous leadership which is expected of our military leaders," predicts Eric H. Biddle in the eagerly awaited report on his observations in England as special representative of the American Public Welfare Association. Pointing out that early in the war the British learned by the hard way the necessity of strengthening the content and the coordination of their social services, Mr. Biddle depicts the trial and error method by which this goal was achieved and offers it as a guide and a warning to public officials here. Under the title, "The Mobilization of the Home Front—the British Experience and its Significance for the United States," (price 60 cents from the Public Administration Service, 1313 East 60 Street, Chicago) the report contains five sections: The New Role of Civilian Agencies points up the importance of the home front in modern warfare and the necessity of guaranteeing supplies and social services to insure maximum productivity; The Mobilization of Manpower traces the various stages by which the British intensified the mobilization of their manpower for the armed forces, civilian defense, and industrial production; The New Strategy on the Home Front describes the place of the British social services in bolstering the "energy and spirit" of a nation engaged in total warfare; Organization on the Home Front outlines the administrative problems that arose in evolving these programs; Administrative Principles considers the application of the British experience to the present task facing the United States.

Mr. Biddle emphasizes three principles accepted in Britain which the American people must adopt if they expect to achieve success in the war effort: a positive purpose; a unified mobilization of manpower for production as well as for the armed forces; the marshaling of total resources through existing facilities coordinated and supervised from the national level.

Get a Horse

TIRES, tires, who gets the tires? Not public welfare workers, that much is clear. In determining the priorities among "essential services" that "relate specifically to the protection of public health and safety" the welfare workers not only are ranked below veterinarians and garbage collectors—they aren't ranked at all. The best they can do in covering their appointed rounds of duty is to thumb a ride with a doctor, a visiting nurse, a mail carrier, or a "vet," with perhaps an occasional lift from an ambulance, a fire engine, a school bus, a police car, or a garbage truck. Or get a horse. Quarrel with it or not, the ruling on tire priorities of the Office of Price Administration is definite and there seems no reason to think that it will be modified.

Tire troubles will be felt most keenly in the rural areas where ordinary transportation facilities are few, if any. There the whole public welfare operation has grown up on wheels, with a car as essential to the job of a social worker as a hammer is to that of a carpenter. The ruling will mean, as going tires wear out, a complete reorganization in state and county welfare offices of routines and practices, many of which stem from regulations of the Social Security Board. Taking time by the forelock, the board of the American Public Welfare Association and the executive committee of the National Council of State Welfare Administrators have asked the Social Security Board to review its requirements in the light of the new situation while several state welfare directors have volunteered to make surveys of tire problems, immediate and inherent, for the information of the board.

For what cold comfort it holds it seems highly probable that the priorities now enjoyed by the welfare workers' betters will not mean very much for very long. Maybe there won't be any tires—new or retreaded—even for the "vets."

New Rules for Aliens

THE help of the social agencies is being enlisted by the Department of Justice in interpreting to resident aliens of German, Italian, and Japanese citizenship the identification requirements going into effect this month.

The regulations oblige all enemy aliens fourteen years of age or older to secure and carry a certificate of identification. This wartime safeguard, which will affect about 1,100,000 Japanese, German, and Italian nationals living here, is being administered through the post offices by Earl G. Harrison, former director of alien registration, and now a special assistant to U. S. Attorney General,

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Francis Biddle [see *Survey-Graphic*, February 1941, page 58]. Applications for identification certificates must be filed in eight western states between February 2 and February 7; in the rest of the country between February 9 and 28. The alien must take to the post office with him his alien registration receipt card and three small recent photographs, and must furnish detailed information as to his employment record, his close relatives in the United States and abroad, and his organizational connections. The blanks also give the applicant opportunity, if he wishes, to state how he happened to leave his native country, and to set down the names and addresses of two persons willing to vouch for his loyalty to the United States. Printed instructions are available at all post offices and at many social agencies. The alien should secure and study a copy before he goes to file his application.

The Certificate of Identification will be a booklet containing the name, address, description, photograph, fingerprint, and signature of the alien, and, unlike his registration receipt card, he must carry it with him at all times. Failure to comply with the new regulations may be punished by severe penalties, including possible internment "for the duration."

Attorney General Biddle has stated: "The objective of the Department of Justice in issuing identification certificates to aliens of enemy nationalities is the dual one of strengthening our internal safety and protecting the loyal alien, even if he has become technically an alien enemy." Mr. Harrison adds, "Everything will be handled in the American way—but with the grim determination that should prevail in a great democracy during wartime."

Georgia Peonage

THE Georgia Contract Labor Law, enacted in 1903, was held unconstitutional last month by a unanimous decision of the Supreme Court of the United States as a violation of the anti-slavery amendment to the Constitution and of the federal statute forbidding peonage. Under the Georgia law, any contract laborer who for any reason was unable to fulfil his contract or to discharge a debt which he had assumed in connection with it was liable to prosecution. The law threw upon the accused the presumption of guilt and the burden of proof, making defense difficult and conviction almost inevitable in communities where labor conditions of this kind are the rule.

In the case carried to the Supreme Court, the appellant was Ira Taylor, a Negro who, it was charged by a Georgia country storekeeper, had broken an agreement to "work out" a debt by doing manual labor at $1.25 a day. Under Georgia law, Mr. Taylor could not be sworn as a witness in his own behalf, though he was allowed to make an unsworn statement which "shall have such force only as the jury may think right to give it." In this statement, he denied that there was any contract between himself and the storekeeper, R. L. Hardie, or that Mr. Hardie ever had given him $19.50, as the employer claimed. Convicted under the Contract Labor Law as "a common cheat and swindler," Mr. Taylor's sentence was a fine of $35, or eight months' labor "in a public work camp."

In their brief, his attorneys, Leonard Haas and T. T. Purdom of Atlanta, based their argument chiefly on *Bailey v. Alabama,* in which the U. S. Supreme Court more than thirty years ago declared a similar Alabama statute unconstitutional. The Georgia Supreme Court in three cases had refused to follow the ruling in the Bailey case. The brief quoted a resolution unanimously adopted by the Georgia Baptist Convention in 1939: "There are more Negroes held by these debt slavers than were actually owned as slaves before the war between the states. The method is the only thing which has changed."

The decision in *Taylor v. Georgia* does not change un-American employment patterns to be found in a great many communities of Georgia and of other southern states. But it does render less hopeless the condition of the Georgia laborer who, under the Contract Labor Law, faced the possibility of prosecution, conviction, and the chain gang if he ventured to attempt to change jobs.

"Any Bonds Today?"

JOE GAMBINI of Beaumont, Tex., is deaf and dumb, but he helps support his parents and his nine sisters and brothers. Recently he received $170.05 in unpaid wages and overtime. He turned to the inspector of the Wage and Hour Division, U. S. Department of Labor, who had brought about the wage restitution, and asked what he had better do with this windfall. He followed the inspector's suggestion, and now owns eight $25 defense bonds.

The inspector's advice was in line with the wartime policy of the Wage and Hour Division. Its nine hundred inspectors throughout the country are instructed to encourage the purchase of savings stamps and bonds, to "help win the war" while giving the worker himself a backlog for the post-war period. Joe Gambini is by no means alone in heeding this advice.

Three days before Christmas, the Baltimore meat packing firm of W. H. Schluderberg-T. J. Kurdle Co., paid some ninety employes a total of $45,374 in restitution for overtime; of this, $22,000 went into savings stamps and bonds. In the same month, employes of the Stewart-Warner Corporation, Chicago, invested $6,500 of a voluntary $29,300 restitution in the same way. Employes of the Western Light and Telephone Co., Kansas City, recently received $25,694 in restitution; more than a fourth of the sum went into defense securities.

And So On . . .

NEARLY 150 social workers and social work educators have followed the lead of the social scientists in signing a petition to Governor Leon C. Phillips of Oklahoma, urging him to halt the criminal syndicalism prosecutions and "book trials" in Oklahoma County [see *Survey Midmonthly,* January, page 21]. The second petition was sponsored by E. C. Lindeman of the New York School of Social Work, Helen Hall of the Henry Street Settlement, and Harry L. Lurie of the Council of Jewish Federations and Welfare Funds. • • The War Production Board has established priorities in knitting, in order to conserve wool "that is needed for more essential purposes." Hereafter when a commanding officer wants handknit sweaters, he will apply to the Red Cross, which will arrange to have the garments made. But unless they are helping fill such an order, women are directed to put aside their knitting needles, and thus check the consumption of tons of wool for handmade sweaters, socks, and mufflers "for the boys," many of which might simply accumulate in warehouses.

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The Social Front

Welfare and Defense

IN an attempt to clarify the relationship between Red Cross chapters and state and local defense councils for meeting emergency needs the Office of Civilian Defense, the Office of Defense Health and Welfare Services, and the American Red Cross last month issued a joint statement defining the services available through the Red Cross chapters and describing means whereby they might be utilized by defense councils. The statement called upon the ARC chapters and the defense councils to develop local plans of cooperation and to avoid duplication in services and training courses by utilizing to the fullest and expanding the long established Red Cross activities. It was also pointed out that Red Cross chapters operating during a period of emergency will be subject to the authority of the defense councils or appropriate government officials.

Another angle of the ARC's role in the defense picture was clarified last month by a statement of its relationships to public welfare agencies, worked out by representatives of the Red Cross, the American Public Welfare Association, and the Office of Defense Health and Welfare Services. The statement set up a general outline of responsibilities to guide Red Cross chapters and local and state public welfare agencies in formulating working agreements, particularly in regard to home service to service and ex-service men and their families and home service to civilians. Recognizing the unevenness of public welfare facilities throughout the country, it emphasizes the importance of agreements having their foundation in the local situation with Red Cross chapters assuming a larger proportion of responsibility where public welfare services are sparse. In regard to special Red Cross services such as communication and information in which the chapters act as liaison between military men and their families, the reporting service in which the chapters obtain social histories at the request of military and naval authorities, the claims service in which the chapters assist disabled ex-service men in filing compensation claims, the outline advises clearance with other agencies for pertinent data and points out that the services are available to these agencies and their clients.

In discharging their family service function to the families of service and ex-service men, chapters are advised to refer all clients eligible for relief to the public welfare agencies, except where public relief is not available, and to confine their activities to providing financial aid for special needs and offering consultation and "helpful activity" toward meeting family difficulties. Red Cross chapters offering home service to civilians, generally special aid not available from the public departments, such as the provision of eyeglasses, dentures and the like, are advised to remember their prior responsibility to service and ex-service men and their families and to avoid duplicating the work of some other community agency.

In another clarifying statement issued last month, the OCD defined its relationship to the Boy Scouts of America. The statement involved an agreement for the use of Boy Scouts in the enrolled volunteer groups of Civilian Defense Protection as assistants in emergency medical units, as fire watchers, as messengers. It was agreed that in carrying out these assigned tasks Boy Scouts will be acting as a part of the civilian defense organization and will be working under the general supervision and direction of the defense council. The statement called on all defense councils and Boy Scout councils to develop local plans of coordination.

Information Centers—The division of health and social services of the Boston Committee on Public Safety last month announced the establishment of a Registration and Information Office under which twelve district offices will act as neighborhood information centers where Bostonians may go to find out about the health and welfare resources available to them. The centers will also be available to selective service boards for referral of rejected draftees in need of medical and social service advice. Already space in six city health units has been allotted for the centers, which will be manned by volunteers drawn from the social and health agencies in the locality. Settlement houses, boys' clubs, YMCA's, YWCA's and other neighborhood organizations will serve as sub-centers. Eleanor S. Washburn of the Boston Council of Social Agencies, has been appointed director of the new project. . . . Seven private family agencies in New York last month announced a joint plan under which their forty-three central and district offices are to function as neighborhood advice bureaus in times of emergency. They are the Brooklyn Bureau of Charities, the Catholic Charities of the Archdiocese of New York, the Catholic Charities of the Diocese of Brooklyn, the Community Service Society of New York, the Jewish Family Welfare Society, the Jewish Social Service Association, Inc., the Staten Island Social Service, Inc. During emergencies the bureaus will be open on a twenty-four hour basis and will cooperate closely with other welfare agencies, rest centers, casualty stations, hospitals, health centers, and similar community facilities.

Ready—Pennsylvania's sixty-seven county boards of assistance have been asked by the State Department of Public Assistance to have their staffs and facilities "immediately available for emergency work under the American Red Cross in the event of any disaster affecting the civilian population." In a letter notifying the Red Cross of this preparation, Howard L. Russell, secretary of the department, pointed out that precedents for the cooperation between the state welfare agency and the Red Cross have been established on a number of occasions, notably at times of flood when public assistance employes "have been turned over to the Red Cross on an hour's notice for emergency assignment."

In Print— The Brookings Institution study, "Curtailment of Non-Defense Expenditures," by Henry P. Seidemann [see *Survey Midmonthly*, January 1942, page 16] is now available as a pamphlet. Price 25 cents from the Institution, Washington, D. C. . . . In response to many requests the American Public Welfare Association, 1313 East 60 Street, Chicago, is making available (10 cents) the full text of the speech, "The Ministry of Health at War," made at its December meeting in Washington by the Hon. Malcolm MacDonald, Great Britain's former Minister of Health, now High Commissioner for the United Kingdom in Canada.

Education

EUROPEANS recently naturalized as American citizens recognize the schools as the most important factor in their assimilation. They feel no sense of obligation to any other agency or organization. These were the findings of a group of young people in Newark, N. J., who for several years have studied their city in its various aspects, and last year focused their study on the ethnic groups represented in Newark. They met with leaders of the nationalities most largely represented in the community: Poles,

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Germans, Italians, Lithuanians, Slovaks, and Portuguese. As reported in *Intercultural Education News* (Service Bureau for Intercultural Education, 221 West 57 Street, New York), these recent immigrants felt that, in addition to the schools, "neighborliness contributes greatly to the aliens' integration into the community."

Library Meetings—Libraries as "arsenals for national defense" was the theme of the midwinter conference of the American Library Association in Chicago. The association's statement of policy for 1942 urged that libraries be used as war information centers; as sources of technical information for industrial defense workers and students; as "sources of authentic information and sound teachings in the fields of government, history, and international relations." Tolerance toward the cultural accomplishments of enemy nations also was emphasized at the conference. The association recommended federal aid to states and local communities for adequate library service in defense areas; and for provision of technical books and professional help for workers in defense industry or defense training. . . . The 1942 conference of the ALA will be held in Milwaukee, Wis., June 22 to 27.

Yearbook—Social studies in the elementary school is the subject of the twelfth yearbook of the National Council for the Social Studies, edited by William E. Young. (Price $2, from the executive secretary, 1201 Sixteenth Street N.W., Washington, D. C.) The yearbook, which includes discussions by a dozen educators on philosophy and materials, seeks to show "the place of the child in the social setting and how the social studies may function to clarify and improve the child's status." It also interprets "the impact of social and industrial change upon the child's place in society, and the resulting responsibility of the social studies in the necessary adaptations of the child and society, to the enrichment of both."

Safety for Children—Children in our society have been needlessly protected against every unpleasant aspect of life, Dr. Margaret Mead, author and anthropologist, told 1,000 teachers of pre-school children at the annual Luella A. Palmer Memorial Conference in New York City last month. The present system of education is based on the belief that a single experience of fear, violence or sudden death has a devastating effect on a child's personality, she stated, and cited examples in primitive societies where children witness birth, death, and accident without showing signs of strain. She also cited examples of London children who, when separated from parents or teachers, suffered more from shock and nervousness than children who remained in the city and experienced the horrors of the blitz. "So long as the bulk of the children are with the parents and teachers they know and trust, no bomb is sufficient to wreck their nervous systems," she said, adding: "If adults aren't scared the children aren't—if adults are, the children are. Just believe that most of the children can be kept safe and you will be able to keep them safe."

"Children in Wartime," a pamphlet prepared by the staff of the Child Study Association, 221 West 57 Street, New York, offers answers to parents' questions, and stresses the point that, "so far as their [the children's] morale is concerned, it is the parents who determine the mood."

Record and Report—The Committee on Public Affairs of the National Board of the YMCA offers "Educating for Civil Responsibility: A Guide to Policy and Practice in Public Affairs Education." Price $1.25, from the Association Press, 347 Madison Avenue, New York. . . . The annual report of the Young Men's Vocational Foundation, Inc., 95 Madison Avenue, New York, includes sections on juvenile delinquency, a clinical experiment in rebuilding morale, major obstacles to placing juvenile delinquents, outlook and needs for the coming year. . . . Bulletin No. 16 of the National Council for the Social Studies is a "source unit" for the use of teachers and group leaders who are guiding highschool students and other young adults in the study of American civil liberties. Price 30 cents, from the National Education Association, 1201 Sixteenth St. N.W., Washington, D. C.

About Housing

IN mid-January Congress finally passed the amendment to the Lanham act, providing another $300,000,000 for war housing. Thus, to date, nearly $1,000,000,000 has been provided by Congress for this purpose. As of January 1, 63,684 dwelling units built with public funds had been completed and money allocated for another 129,154. The new funds should produce 75,000 additional units.

In the bill as finally enacted some of the undesirable features of the original House version were eliminated. [See *Survey Midmonthly* January 1942, page 16.] The new act raises the average permissible cost of a dwelling unit from $3,500 to $3,750 within the continental United States and from $4,000 to $4,250 elsewhere; and provides that rentals, though based on the value of a project, may be adjusted during the emergency to the tenants' incomes.

The Federal Works Administrator is given full authority to construct projects through such public agencies as he chooses, though he must consult with local public officials and local housing authorities.

Demountable Housing— The biggest single step yet taken to speed up the defense housing program came with the announcement of plans for 42,000 demountable houses to be built in fifty defense areas at a cost of $153,000,000, and for 5,667 dormitory units and trailers for twenty-two localities. Constructed by the Federal Works Agency, they will consume more than half of the special funds recently made available directly to the President for emergency housing. According to the Coordinator of Defense Housing such demountable units, designed for rapid erection and ready removal to other localities, are "the best answer to acute housing shortages in defense communities where the population is expected to decline in the post war period and where ghost towns might result from too much permanent construction to meet emergency needs." A large proportion will be prefabricated, and official pronouncement promises that they will be as well planned and well built as permanent housing.

Notes on Air Raids— With tenants of most commercial and residential buildings and large scale housing projects, public and private, prepared for action in the event of air raids on coastal cities, untenanted and unprotected buildings now present the greatest danger to effective protection of a city. New York City alone has about 5,000 tenements in this category. Housers and forward-looking realtors are urging that something be done about them, since London's experience has demonstrated that vacated and abandoned structures are a special menace during air raids. . . . The Federal Housing Administration has announced it will not refuse loans on properties damaged by enemy bombs, or require that they be repaired in advance of mortgage insurance. This is in contrast with the usual FHA regulation that foreclosed properties must be transferred from the mortgagee to the administrator "undamaged by fire, earthquake, flood, tornado or waste" before insurance debentures are issued.

Post-War Planning— Housing is figuring in the many discussions of post-war planning going on today. A committee of the National Association of Housing Officials is already studying the subject of housing, urban rebuilding, and related problems in a post-war world. Though still in the initial stages of exploration, the committee maintains that "we must undertake the rebuilding of our cities in patterns suited to the realities of today,

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not to the speculative hopes of the past. . . . It is conceivable that while many functions may continue to be better performed in existing cities, others will be economically performed in newer and simpler types of community and rural environment."

Other constructive ideas on post-war possibilities are offered in a 100-page pamphlet just issued by the Federal Housing Administration, "A Handbook of Urban Redevelopment in the United States," which embodies findings and recommendations of a year's study. The National Resources Planning Board and the Federal Reserve Bank also are giving attention to this problem, with reports forthcoming. Underlying all these studies is the realization that urban rebuilding will offer a great opportunity to take up the slack in employment after the war.

USHA—Three hundred thousand people have actually moved from the slums and are living in homes built by local housing authorities in more than three quarters of the states in the Union. Thus the U. S. Housing Authority reports on its progress in the four years of its existence, 1937-41. At the end of the period there were complete or under construction 179,227 homes in 701 projects located in 477 cities in thirty-seven states, Puerto Rico, and Hawaii. The average rent for shelter and utilities was $17.67 a month. Seventy-five percent of the tenants had incomes below $1,000; 20 percent between $1,000 and $1,200.

Owned and operated by 622 local authorities, the majority of these projects are in small and medium sized communities. A third are in cities with a population under 25,000; only 5 percent in cities with over 1,000,000. No more funds are now available to USHA for its regular housing program, though it is estimated that by 1950 there may be an accumulated shortage of 10,000,000 homes.

The Printed Word—"A Housing Manual," by Ethel Ideson and Bleecker Marquette, covers just about every aspect of housing in its seventy-five pages, including sections on slums, financing, home-ownership, legislations, defense. It should be a valuable aid to teachers in upper elementary grades and high-schools everywhere. Price 50 cents from the Better Housing League, 312 West 9th Street, Cincinnati. . . . "Family Housing and Facilities," Miscellaneous Publications No. 399, U. S. Department of Agriculture, describes housing conditions of families of different income levels in small cities, villages, and farm counties. With over half its 200-odd pages devoted to tables, this survey contains valuable source material. It is a part of the consumer-purchaser studies undertaken to provide comprehensive data on incomes and composition of American families. Price 25 cents from the superintendent of documents, Washington, D. C.

"Graded Rents," by John Ihlder, Notes No. 6 on Management Practice, published by the Management Committee of the National Association of Housing Officials, is a concise description of a system originated and successfully put into operation by Washington's Alley Dwelling Authority. Price 20 cents from the NAHO, 1313 East 60 Street, Chicago. . . . "Films on Housing," "Housing Courses in Colleges and Universities 1941-42," and "More About Housing" are three leaflets available from the U. S. Housing Authority, Washington. The first two give comprehensive listings on their respective subjects. The third lists publications and visual aids selected chiefly for teachers and students. . . . "The St. Marks Neighborhood," a pamphlet issued by the Committee on Housing, Community Service Society, is a study of twenty-two blocks of New York's lower East Side made in an effort to arrive at a plan for their rehabilitation by private capital. Undertaken by the CSS in cooperation with certain departments of New York University, it offers a demonstration of a cooperative study in neighborhood replanning. Price 50 cents from CSS, 105 East 22 Street, New York.

Private Housing—Private industry has contributed greatly to the supply of defense housing, according to Federal Housing Administrator Abner H. Ferguson. Most of the nearly 220,000 FHA-inspected, privately-financed houses that went into construction in 1941 were, he said, in defense areas, and were valued at less than $6,000 each. He neglected to add, however, that most of the FHA housing is for sale, and not for rent.

Among the States

EIGHT state legislatures will hold regular sessions this year. They are those of Kentucky, Mississippi, Rhode Island, New York, New Jersey, South Carolina, Virginia, and Louisiana. All convened in January except Louisiana which will not meet until May 11. California, Illinois, and Maine are having special sessions. Civilian defense measures and appropriations to pay for them are foremost on all the agenda. Few show any indications of more than routine concern with matters of public welfare.

Defense Effects—That the problems which defense preparations have brought to welfare departments vary in kind and intensity even within one state is clearly illustrated by a recent progress report issued by the state and county public welfare officials of Alabama, who for some time have been meeting together periodically for joint discussions of the effect of defense activities on public welfare programs. The discussions revealed that Alabama's counties can be classified into three types: those to which defense activities have brought overpopulation, crowded living, and all the attendant conditions of boom towns; those suffering from out-migration and the consequences of population loss; those only indirectly affected whose most manifest symptoms, higher living costs and general restlessness, are common denominators of all the communities. One of the gravest difficulties facing the welfare departments in the congested areas is the rise in child welfare problems occasioned by the lack of educational and recreational facilities. From one area came the report that juvenile delinquency had jumped 500 percent over a year ago. Another area reported numerous violations of the State Child Labor Law. Child labor is also on the increase in the areas suffering from out-migration where a shortage of labor supply has resulted in children being taken out of school to help on the farms. The welfare departments in these areas have faced an increasing number of desertion cases occasioned by the failure of defense migrants to send back financial support for their families. Most of these counties also are experiencing an increase in applications for old age assistance, brought about by persons formerly supported by relatives who have left for greener pastures. Increased applications for all categories of assistance, noted in counties of all types, are attributed to the inability of marginal families to meet their obligations because of the rise in living costs. Public welfare departments of all counties also have found themselves involved in additional community activities such as providing service to the local draft boards, working with volunteer groups, planning for inter-agency coordination and recreational programs. The report appeared in a recent issue of *Alabama Social Welfare,* monthly publication of the State Department of Public Welfare.

Audit—Urged on by the demands of an organized group of beneficiaries of old age assistance, the Colorado state auditor is making a complete audit of the administrative expense of the State Department of Public Welfare from January 1, 1937

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to the first of this year. The demanding group asserts that "thousands of dollars" which should be used for old age assistance are being used in the administration of such things as aid to dependent children, the blind, and the tuberculous. It also claims that administrative funds have been used unnecessarily for sending welfare workers to school.

The Aged—The horse-racing season in Florida holds hope for some 8,000 applicants for old age assistance in that state whose eligibility is now being investigated. As soon as the racetrack levies voted by the last legislature become available the State Welfare Board promises cash grants to the waiting list. . . . In the state of Washington the Old Age Pension Union is preparing upward revisions for the $40 monthly provision of the old age assistance initiative which, under the laws of the state, is due to be put before the people again this year. The union has drafted a clause which provides for a proportionate increase in grants with each 5 percent increase in living costs. . . . Last December Texas shouldered the heaviest OAA load in the nation with 47 percent of its residents over sixty-five receiving aid. Average grants were $19.13. . . . On December 20, the sixth anniversary of the date Vermont first sent out OAA checks, 40 percent of the original recipients were still alive and on the rolls. . . . Massachusetts' liberalized old age assistance law will become effective April 30. On that date minimum grants will be increased from $30 to $40 for single persons, and from $50 to $65 for couples; residence requirements will be lowered from five to three years preceding date of application; real estate equity up to $3,000 will become exempt from any lien. To meet the additional costs to the state, the law increases a surtax on certain incomes from 10 to 13 percent and introduces a 5 percent tax on all meals costing over $1.

ADC—Social workers in Kentucky have not given up their fight to bring to the state federally approved programs of aid to dependent children and aid to the blind and are urging the legislative council to approve adoption of a constitutional amendment authorizing the state to participate in these phases of the social security program. The constitutionality of an act passed by the last legislature authorizing such participation now is awaiting decision of the Court of Appeals. If it is declared unconstitutional an amendment must be adopted, but unless the legislative council approves placing the amendment before the present legislature another two years must elapse before a legislature can authorize submission of the amendment to the people.

Connecticut's new aid-to-dependent-children plan was approved by the Social Security Board on December 24, but payments to already accepted applicants were made retroactive to December 1.

Jobs and Workers

MAINTENANCE of child labor standards, in spite of current pressures to relax them, is urged by the National Child Labor Committee. In the January 10 issue of its Information Service, the Federal Council of Churches, 297 Fourth Avenue, New York, makes its annual review of the child labor situation, and points out that, with American entrance into the war, "the employment of children is increasing." Material summarized in the bulletin makes clear that there is a drive to permit the exploitation of children through legalizing employment practices now forbidden by state law. In efforts to lower the school-leaving age (New Jersey and California), to relax regulations for boys working at night in bowling alleys (New Jersey, California, and Connecticut), to exempt caddies from the child labor law (Pennsylvania), to lower street trades standards, particularly for newsboys, the difficulty of securing older workers was urged in each state legislature as a reason for permitting the employment of children under sixteen. The National Child Labor Committee is resisting all efforts to relax child labor standards for children under sixteen, and is intensifying its efforts to establish in all states a sixteen-year age minimum for employment during school hours and a fourteen-year age minimum for employment outside school hours for children not covered by the federal wage-hour law. The committee urges that the highschool student who contemplates leaving school have careful counseling to help him decide "whether he, individually, can contribute more to the welfare of the country, as well as his own personal future, by going into industry [or the armed forces] or by completing his highschool work." The committee also urges the need for safeguards against permitting young people to enter hazardous occupations, or to work under unhealthful conditions.

Work permit figures for fourteen- and fifteen-year-olds for the first six months of 1941 in twenty-nine states and the District of Columbia show an increase of 100 percent, the *Monthly News* of the New York League of Women Voters reports.

Consumers League—A plan to carry on its program, aimed to safeguard and improve labor standards in New York State, has been worked out by the Consumers League of New York in cooperation with the National Consumers League. Finding it impossible to maintain its office and to continue the services of an executive secretary, the state organization has created an executive committee, of which Elinore M. Herrick, regional director of the National Labor Relations Board, will serve as chairman. Mrs. Herrick has been elected to the board of the national body. The state league will use the office facilities of the National League, and continue to function in situations involving New York State labor law under the war production effort.

Insurance—A temporary scheme for "unemployment assistance" for workers made jobless by the conversion of plants to war production was urged by President Roosevelt in a letter sent to Speaker Rayburn on January 21. The President suggested an appropriation of $300,000,000, to provide weekly benefits amounting to 60 percent of normal wages, but not to exceed $24 a week, for not more than 26 weeks. The plan provides that no displacement benefit would be paid to any person who refused to take vocational training to qualify for a job in war industry; and for administration under the Social Security Board.

A summary of the activities of the Bureau of Old Age and Survivors Insurance of the Social Security Board for 1941, shows that wages were credited during the year to approximately five million more workers than the number receiving taxable wages in 1940. The wages paid to the forty million workers in covered jobs during 1941 amounted to about $41,000,000,000, or approximately 25 percent more than the total of taxable wages for the preceding year.

Identification—To expedite the issuance of birth certificates and other required citizenship identification to applicants for jobs in industrial plants at work on secret military and naval contracts, the Office of Defense Health and Welfare Services has appointed a nine-member Vital Records Commission. Dr. Lowell J. Reed of Johns Hopkins University is chairman of the commission. State health departments are reported flooded with emergency demands for vital statistics records needed for war industry employment.

Record and Report—The American Library Association, in cooperation with the American Labor Education Service, publishes "Suggestions for a Trade Union Library," by Orlie Pell and Mil-

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dred T. Stibitz. Price 25 cents from the ALA, 520 North Michigan Avenue, Chicago. . . . A suggested reading list, primarily for the use of students in workers' education classes, but suitable also for other adult education groups, has been compiled by the Labor Education Service, 437 West 59th Street, New York, price 15 cents (mimeographed). It includes novels, plays, biographies, and "poetry dealing with social and economic problems." . . . The reports of committees and resolutions adopted by the Eighth National Conference on Labor Legislation in November, 1941, are available in Bulletin 52-A of the Department of Labor. On request from the Division of Labor Standards, U. S. Department of Labor, Washington, D. C.

Hours Standards— Officials of two leading industrial states—Illinois and New York—have stated that there will be no blanket suspension of labor standards in getting war industry on a 24-hour, seven-day basis; but both states are providing for limited exemptions in specific cases. In Illinois, an employer seeking an exemption under the state eight-hour law for women, or the one-day-of-rest-in-seven law must apply to the state director of labor, Francis Murphy, furnishing proof that he is engaged in war production, and that there is an actual (not an artificial) shortage of workers of the type for which he asks the exemption. The employer must agree to pay time-and-a-half or double time for all overtime, and he must file periodic reports with the director of labor on the employment situation in his plant.

In New York, the state industrial commissioner, Frieda S. Miller, has set up a special unit in the department to handle requests for exemptions under the state eight-hour and night work laws for women. In announcing the plan, Miss Miller stated: "Where legal restrictions can be shown to interfere with maximum production, applications will be considered for permission to work women seven days a week or on a three-shift basis, or to waive other provisions of law restricting their employment." New York officials feel that present labor shortages in the state are due in part to "very short-sighted policies in the training of women for the war industries. The vocational schools frequently refused to take women trainees because they could not be placed while there was still such a big supply of male labor."

The Public's Health

THE celebration of President Roosevelt's sixtieth birthday on January 30 culminated the fifth annual fund-raising campaign for the National Foundation for Infantile Paralysis, the ninth drive since organized efforts have been underway to fight the dread "polio." It followed a year in which the disease struck down over 9,000 persons throughout the land, bringing the total of new cases for the last three years to 26,000, the highest total for a similar period ever recorded in this country. Since the organization of the foundation in 1938, some $2,700,000 of the money raised has been left in local chapters for treatment purposes; some $3,280,000 has gone into the foundation's treasury for disbursement to hospitals, universities, laboratories for educational and research purposes. Grants have been made for studies in the nature and action of the virus, on the relation between poliomyelitis infection and nutritional status, on treatment of after-effects. Among the most sensational happenings in the association's field during the past year were the discovery of the ability of flies to carry the virus from place to place and the endorsement by the foundation of the Kenny method of after-care treatment. The treatment, introduced in this country two years ago by an Australian graduate nurse, is revolutionary in that its handling of the early acute stages of the disease is exactly the opposite of the traditional treatment method. Frames and splints are abandoned for hot applications, gentle massage and passive exercise. The treatment has been in use in Australia for the past thirty years.

Food and Drugs—Two firsts added to the interest of 1941 for the Food and Drug Administration, whose annual report has just been issued. It was the first complete year in which all provisions of the Food and Drug Act of 1938 were in effect and the first in which the administration operated as a unit of the Federal Security Agency. During the year the administration seized more than 1,000 shipments of food because of filth or decomposition. These included, among other items, grapefruit juice made from spoiled fruit; raw coffee filthy from dock sweepings; coffee, fruit, and cheese infested with insects; decomposed sea food and poultry; flour and cornmeal containing weevils. Action taken on drug products included seizures of dangerous preparations for chronic alcoholism, inhalants, reducing preparations. One of the most sensational actions of the administration during the year was its nationwide investigation to locate thousands of sulfathiazole tablets mistakenly contaminated with a highly potent sedative. This investigation involved the cooperation of federal, state, and local officials in making over 37,000 visits to distributors, doctors, and druggists, and in examining 529,000 prescriptions and 1,593,000 invoices. Altogether enforcement of the Federal Food, Drug, and Cosmetic Act in 1941 resulted in 1,155 prosecutions, 2,016 seizures, 2,605 denials of entrance for consignments from foreign countries. . . . Control of the purity and potency of insulin, essential drug in the treatment of diabetes, came under the aegis of the Food and Drug Administration in mid-December with the passage of an amendment to the food and drug act. The amendment became necessary because of the expiration on December 23 of the patents held by the University of Toronto, which until that date had maintained an effective control through a licensing system and the assaying of each batch of insulin made.

Hospital Service—The Associated Hospital Service of New York, which two years ago had to pull in its horns because of financial difficulties, has let them out again to allow for added benefits which will increase by $1,000,000 annually the service's payments to hospitals in behalf of its subscribers. Under the new regulations, semi-private patients who find they must be hospitalized beyond the twenty-one day free period will be allowed a 50 percent discount on the cost of their additional stay instead of the former 25 percent. Other increased benefits include a rise from $5 to $6 a day in the credits allowed for maternity cases or cases arising out of pregnancy and a liberalized method of computing credits for private room patients. The new regulations went into effect on January 1. At the same time the service announced that 6,000 of its contracts were affected by its policy of continuing enrollment for men in the armed forces, whose medical and hospital care is now the responsibility of the federal government. Under this policy, subscription charges are waived for single men and reduced for married men with families still eligible for benefits.

Mental Care—Because 20 percent of the patients in Illinois' state mental hospitals have been found to be without psychoses, the State Department of Public Welfare is initiating a pre-commitment consultation service for judges, physicians, welfare agencies and relatives of prospective inmates. Object of the service is to determine whether institutionalization is really needed or whether a more satisfactory plan for the patient might not be worked out within his own community. Some types of patients which it is felt are not properly placed in the state hospitals are: persons

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JOANNA C. COLCORD

The long arm of Washington has reached into the Russell Sage Foundation and plucked one of its brightest stars for wartime service. Joanna C. Colcord, for thirteen years director of the foundation's Charity Organization Department, last month received a leave of absence of undetermined duration in order to serve as field consultant for the Office of Defense Health and Welfare Services. Well known for her books on social work, among which one, "Your Community," has topped the foundation's best sellers, Miss Colcord is also known for a publication in an entirely unrelated field, "Songs of American Sailormen," a collection of sea-chanties some of which she learned in childhood from her father, a New England sea captain.

whose emotional instability arises from a combination of poverty, age, and loss of memory, who might make a more satisfactory adjustment on an old age assistance grant; persons whose physical illness is greater than their mental disturbance, for whom more appropriate placement would be in a non-mental hospital; chronic alcoholics whose alcoholism does not arise from mental illness, who burden the institutions by short and repeated stays. . . . Several projects have already been initiated by the Menninger Foundation, non-profit organization for the promotion of psychiatry, since its incorporation last April. They include grants for a ten-year study of the place of occupational therapy in psychiatric treatment, for a seminar and publication of a special bulletin on military psychiatry and the distribution of the latter to medical advisory boards throughout the country, for research in the use of hypnosis in emergency psychotherapy and in substantiating recent psychiatric theories. The foundation, which is located at Topeka, Kan., has announced its purpose as fourfold: provision for psychiatric education, especially the training in psychiatry of young physicians; encouragement of research in psychiatric and psychological fields; making psychiatric treatment available to persons in the low income brackets; prevention of mental illness through the development of child psychiatry and the application of psychiatric knowledge to child-rearing and education.

In Indiana—Cash payments for medical care were made to public assistance recipients in Indiana for the first time last month under the recent law authorizing county welfare departments to raise grants to include the cost of needed medical services. Local autonomy is the crux of the new plan with each county deciding whether it will pay medical expenses at all, add them to the cash grants, or make payments directly to doctors, hospitals, dentists. However, in the event that the last choice is made, local taxes must stand 40 percent of the cost; the state, 60 percent. If the recipient is trusted to pay his own bills—provided they do not bring the monthly cash grant to an amount beyond $40—the federal government will bear 50 percent of the cost; local and state government, 20 and 30 percent respectively. Each county welfare department desiring state or federal aid or both in providing for medical expenses must set up a medical advisory committee composed of township trustees, doctors, dentists, nurses, pharmacists, hospitals and must comply with certain basic principles and standards formulated by the State Advisory Committee on Medical Aid and approved by the State Board of Public Welfare. The new plan is not being greeted with much enthusiasm in the counties.

In Print—A series of four pamphlets on group health organization published by the Joint Committee of the Twentieth Century Fund and the Good Will Fund in cooperation with the Medical Administration Service, Inc., is available from the Edward A. Filene Good Will Fund, 31 Milk Street, Boston, price 25 cents each, 90 cents for the series. "Prepayment Plans for Medical Care," by Franz Goldman, M.D., presents a discussion of the principles underlying voluntary prepayment for medical care along with a comparative study of five group health plans now in operation. "Organization and Administration of Group Medical Practice," by Dean A. Clark, M.D., and Katharine G. Clark analyses several group practice plans and evolves a set of principles for the operation of this type of medical service. "Business Procedures," by Perry R. Taylor, considers the various accounting, collection, and general office procedures that are a part of a group medical plan. "How to Organize Group Health Plans," by Martin W. Brown, discusses the legal and ethical problems involved in getting a group health plan underway. . . . "Maternal Mortality in South Carolina," a report of the Committee on Welfare of the South Carolina Medical Association presents the findings of a study of the 263 puerperal deaths which occurred in South Carolina during the year ending June 30, 1940. Says the report: "While the total deaths among Negroes is twice that of whites, the distribution of causes in percentages shows amazingly little variation and with each year's study of these fatal cases we become more convinced that the problem is not racial but is economic and medical." . . . "Health Problems in National Defense," by G. Canby Robinson, M.D., "Nutrition in National Defense," by Frank G. Boudreau, M.D., "Research in Factors Influencing Fertility," by Lowell J. Reed, are the three papers included in the "Proceedings of the Nineteenth Annual Conference of the Milbank Memorial Fund," reprinted from a recent issue of the *American Journal of Public Health*. From the fund, 40 Wall Street, New York.

Social Hygiene—With the slogan "Keep America Strong, Help Build Better Health," welfare, health, and civic organizations throughout the country observed the Sixth National Social Hygiene Day on February 4. The observance was marked by six regional conferences held under the joint auspices of the American Social Hygiene Association, the Federal Security Agency's Division of Social Protection, the U. S. Public Health Service, and various community agencies, where the subject of special concern was methods of keeping down venereal disease rates in defense areas. The conferences met in Portland, Ore., Oklahoma City, Jacksonville, Fla., Cincinnati, New York, and Boston. The Boston conference was made the setting for the twenty-ninth annual meeting of the American Social Hygiene Association.

Public Aid

THE extent of the lag between increase of assistance payments and rising costs of living has been made evident by a recent study of the Social Security Board of changes in payments between June 1939 and September 1941. Figures of the Bureau of Labor Statistics show that during this period the total cost of goods and services required by a family at the maintenance level went

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up 9.5 percent and indicated that for families on a lower level—that known as "the emergency level"—the rise was even greater since food, the item which bites deepest into the budget as income goes down, showed a rise of 18.3 percent. The Social Security Board's study, however, showed no such rise in any of the public aids, the highest, represented by the WPA wage increases scheduled to begin last November 1, coming only to 7 percent. The next highest rise occurred in old age assistance payments which went up on an average of 5.5 percent during the period. Aid to dependent children payments went up 3.2 percent. General relief showed no rise except for seasonal increases.

Characteristics—Since the beginning of the current employment boom in Buffalo, the characteristics of relief recipients on the rolls of the Erie County Department of Social Welfare have undergone definite changes, according to a recent report of the department. Males now comprise a smaller portion of the total load than previously; the average age of the heads of families has jumped from forty-seven in 1937 to fifty-one; fewer persons between the ages of twenty and forty-four are now on the rolls; the proportion of single cases to the total load has risen; the percentage of persons with ailments is greater; the small portion whose employability is not limited by a physical trait is composed almost entirely of unskilled workers or domestics. Families which have been on relief for four years or more now represent one third of the total load as compared to one ninth in 1937.

Insufficient Funds—From Washington headquarters last month came word that 1,000,000 persons throughout the country were eligible for WPA employment who could not be hired because of lack of funds. WPA rolls stood at 1,050,000 on January 1.

Dramatic Story—An inspiring interpretation of the need for and the methods of operating a public assistance program is contained in "Democracy Cares," a well-written ten-year report on public assistance in New York State recently issued by the New York State Department of Social Welfare. The account relates the beginnings and growth of outdoor relief in the state during the depression years and the coming of the social security programs, explains the benefits derived from the public assistance dollar not only to the recipient but to the whole community, points out and answers the usual complaints and criticisms with which administrators of public assistance are confronted, presents figures and charts to show who receives assistance, "what kind, how much, from whom, at what cost." Of it David C. Adie says: "It is an important story, since it concerns human beings. It is a tremendous story, because it describes the mass drama of powerful forces that belittle and damage human beings. It is a hopeful story, for it shows we are learning to help people who need help. It is a timely story, because it identifies forces which threaten democracy from within."

Blue Stamps—The Department of Agriculture reports that in the month of November, the latest for which figures were available, the use of food stamps dropped to the lowest point since February 1941. During the month about $8,800,000 worth of "surplus" farm products were purchased with the blue stamps. About 10 percent went for butter, 21 percent for pork, 23 percent for vegetables, 17 percent for cereals, 15 percent for eggs and 14 percent for fruits. The products included about 30,000,000 pounds of Irish potatoes, 29,000,000 pounds of flour, 9,000,000 pounds of fresh apples, 8,300,000 pounds of pork, 3,300,000 dozen eggs, and 2,300,000 pounds of butter. Other blue stamp purchases included over 1,800,000 dozen fresh oranges, 1,450,000 pounds of fresh pears, 1,400,000 pounds of dried prunes, 1,250,000 pounds of raisins. Approximately 3,300,000 persons benefited from these purchases. Simultaneously with this report the department announced that sufficient foodstuffs are available to continue the program into another fiscal year as well as to accommodate many of the food requirements of our Allies.

Lopsided—That the spread of assistance cases within a state has little to do with the distribution of population is indicated by statistics recently published by the Minnesota Division of Social Welfare. The figures show more than 63 percent of the general relief case load to be in the three urban counties which contained only 39 percent of the total population. However, these counties have only about a third of the old age assistance and aid to dependent children cases and less than 30 percent of the families receiving veterans relief. General relief in Minnesota is largely a local responsibility.

The National Conference

TIRE rationing or no tire rationing, Howard R. Knight says that "at least" 5,000 social workers will be in New Orleans for the National Conference of Social Work, May 10-16. He admits that this estimate is a guess, subject to many unpredictables, but submits that his sixteen years as general secretary of the conference give him experience if not expert status as a guesser. In a recent trip through the southeastern states Mr. Knight found mounting interest in the conference. This is the first time in years that a conference has been easily accessible to southern social workers and for many of the younger ones it will be a new experience. Mr. Knight, guessing again, says that for probably three quarters of the attendance it will be a "first."

At a meeting in New York in early January the substance of the program began to take shape. Here the chairmen of the sections and special committees of the conference and the spokesmen for some fifty-five associate and special groups (the alphabetical list began with AAAP and ran through to USO) all made progress reports, a few of the forehanded ones complete with speakers. The conference president, Shelby M. Harrison of New York, has not yet announced the subject of his presidential address, but the line of the general sessions is pretty well worked out, though all the speakers are not yet selected. Subjects, as they now stand, but always liable to change without notice, are: The Place of Social Work in National Defense, Economic and Social Progress and Problems of the South, Social Work Cooperation in the Western Hemisphere, Post-War Problems, Responsibility of Social Work in a Democracy.

The *Social Case Work Section*, chairman, Jeanette Regensburg of New Orleans, which always draws large crowds, is arranging some twenty-one sessions, six of them on topics of general concern to all practitioners, fifteen on topics of specialized concern. Many of the latter will be joint sessions with other groups whose practice crosses that of the case workers.

The *Social Group Work Section*, chairman, Wilbur I. Newstetter of Pittsburgh, is trying a new experiment in program making. The theme of all its meetings is Community Problems and Social Group Work. The sequence of meetings, large and small, will have no formal papers. They will begin with the presentation of specific examples of human need pertinent to group work services and proceed to the consideration of needed resources—and the construction of sample agency programs to meet these needs, the formulation of qualifications for personnel equipped to administer such programs and, finally, consideration of the philosophy and common purposes underlying the efforts of agencies in the field and the status of the group worker as a professional person. The final session will seek the answer to the question,

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"Is there a basis for professional unity?"

The *Community Organization Section,* chairman, Edward D. Lynde of Cleveland, will discuss, along with certain technical phases of community organization, what the national agencies, public and voluntary, are doing—or not doing—to initiate, mobilize, and coordinate health and welfare services, and how the opportunities and responsibilities offered by an awakened volunteer interest can be met.

The *Social Action Section,* chairman, John A. Fitch of New York, will give its attention to an analysis of proposed amendments to the Social Security Act, to industrial relations, civil liberties and the Negro in the national emergency, and to methods of social action, particularly in the mobilization of public opinion.

The *Section on Public Welfare Administration,* chairman, Dorothy C. Kahn of New York, will explore the various theories on which public services are provided, the philosophy underlying means tests, pensions, relief, insurance and so on, and the way in which these theories conflict and add to the confusion of taxpayers, administrators, and clients. It will examine the impact of war and peace on the normal functions of public agencies, the problems of personnel and the efforts to coordinate public services in both rural and urban communities.

Seven special committees authorized by the conference this year are arranging programs in their particular fields. The committees and their chairmen are: The Alien and Foreign-born Citizen, Ruth Larned, New York; Prevention and Treatment of Delinquency and Crime, Frederick A. Moran, Albany, N.Y.; The Physically Handicapped, Oliver A. Friedman, Milwaukee; Children's Institutions, Herschel Alt, Hawthorne, N. Y.; Law and Social Work, Emery A. Brownell, Rochester, N. Y.; Interstate Migration, Myron Falk, Baton Rouge, La.; Conservation of Family Finances and Resources, Joanna C. Colcord, New York.

Professional

AN extensive shift in social work personnel with resultant effects on social work education is foreseen by Walter W. Pettit, director of the New York School of Social Work, as a consequence of the war. In his annual report to the trustees of the school, he comments on how the war services have drawn on social agencies for experienced personnel for administrative and supervisory posts, how agencies have moved up their personnel to fill staff vacancies and have turned to the schools to fill in at the bottom. Many employment opportunities for qualified workers are opening up, he says, but because of the draft fewer male social workers are available. He foresees social work as increasingly important after the war and emphasizes that revisions in the curricula of the schools of social work will be necessary because of possible changes in the function of social work "which may involve greatly expanded insurance coverage, probably including health."

Mobile—The rapid turnover of case work personnel in the family field is indicated by recent studies made by the Russell Sage Foundation and the Family Welfare Association of America. The Russell Sage study, the earlier of the two, showed that a total of 400 full time permanent workers left 208 private family agencies during 1940. The FWAA study covered 194 of its member agencies, both public and private, and showed that 371 full time workers had left their jobs during the first nine months of 1941. On October 1, 1941, fifty of these agencies had eighty-four vacancies. Seventeen others anticipated a total of twenty-one vacancies by January 1.

Books—The Florida Association of Social Workers [see "Up by the Bootstraps," by Martha Parrish, *Survey Midmonthly,* August 1939] is forming a circulating library for the use of its members. Books donated by the association's various chapters will be on loan through the mail.

Extension Courses—To meet an unprecedented demand for training for workers in leisure time pursuits, George Williams College, Chicago, is giving, during the winter and spring quarters, a series of three downtown extension courses in the basic techniques of informal education, community organization, and the like.

For Middle-Incomers—An experiment in making psychiatric service available to middle income groups is the Child Consultation Service which was recently organized under the auspices of the Community School in Brooklyn. The service provides private clinical facilities for Brooklyn children on a fixed fee basis. Psychological examinations are given at a rate of $4 an hour, psychological consultations at $2 per session. Individual remedial work is arranged at lower fees. On the staff is Max L. Hutt, director and clinical psychologist; Lawson G. Lowry, M.D., consultant in psychiatry; Flora Klein, psychiatric social worker.

Scholarships—Recent announcements of fellowships and scholarships come from both coasts. The Graduate School of Social Work of the State College of Washington has available a limited number of "awards" and "service scholarships" for the school year 1942-1943. Awards carry stipends of $450 for nine or eleven months study. Service scholarships carry stipends of $150 for the school year. For further information address the school, Pullman, Wash. Applications close March 15. . . . The Commonwealth Fund offers several fellowships for training in psychiatric social work at the New York School of Social Work. Applicants must have completed at the time of application at least two quarters of graduate training at an accredited school of social work. For details inquire of the school, 122 East 22 Street, New York. Applications close March 1.

People and Things

MOST talked-of appointment of the month of January was that of James M. Landis, dean of the Harvard Law School, as "executive" of the Office of Civilian Defense to serve under the director, Fiorella H. La Guardia. At the time of the appointment, Dean Landis was serving as regional director for the first district of OCD with headquarters in Boston. In his new position he will have the responsibility of executing effectively the policies of the OCD. He will also consult with the director in fashioning matters of new policy. Director La Guardia has announced that the new appointment will leave him freer to go about the country and see how the policies are working out locally.

At the Red Cross—The American Red Cross announces the appointment of two new officers: Richard F. Allen as vice chairman in charge of insular and foreign operations; James T. Nicholson as vice president in charge of the Junior Red Cross. Both men are veterans in ARC service. Mr. Allen, who has been in Europe as ARC delegate much of the time since the spring of 1940, will now have the post long held by the late Ernest J. Swift and previously by the late Col. Ernest J. Bicknell. Mr. Nicholson, for nine years manager of the Chicago Red Cross Chapter, has been for three years national director of the "Junior." He, too, has had recent tours of duty overseas, the last one to Russia to arrange the agreements under which ARC medical relief is going to war wounded and civilians. . . . New director of the ARC's Medical and Health Service, to succeed Dr. William DeKleine, is Dr. Albert McCown, formerly deputy commissioner of the Michigan Department of Health.

Changes—Newcomer to the staff of the National Urban League is Franklin O. Nichols as industrial relations field secretary. Mr. Nichols has had a wide and varied experience with national and local agencies, notably in the fields of

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health and housing. . . . Ralph Carr Fletcher, for seven years director of the Bureau of Social Research of the Pittsburgh Federation of Social Agencies has resigned to accept the post of associate professor of social work at the Institute of Public and Social Administration, University of Michigan. . . . The Illinois Welfare Association, the old State Conference on Social Welfare, under its new name has "borrowed" Bernard Roloff from the Illinois Children's Home and Aid Society to serve as its executive during its reorganization. . . . Eloise Davison has resigned as assistant director in charge of group activities in the Office of Civilian Defense in order to do special work for Director La Guardia in New York City. Miss Davison had been loaned to the OCD by the *New York Herald Tribune* for which she was director of the Home Institute. . . . Dr. Alva Taylor, field director of the Save the Children Federation for the past six years, has resigned to become the executive secretary of the Conference of Southern Mountain Workers.

Wedding Bells—Because of a quick decision on the date, the wedding on January 17 of Bent Taylor of Community Chests and Councils, Inc., and Caroline Creswell Heald of Yonkers, N. Y., was almost as much of a surprise to the two persons most concerned as it was to their wide circle of friends. The bride, a former president of the Women's Institute of Yonkers, is on the staff of the American Museum of Natural History. A honeymoon trip by clipper plane to Yucatan was another surprise all around. . . . Friends of Jacob Billikopf, well-known Philadelphia labor relations expert, former director of the Federation of Jewish Charities, will be interested to know of his marriage last month to Esther B. Freeman, former dean of physical education and hygiene at Tufts College and at the Oak Lane Day School.

Public Service—"Give them an inch and they'll take a mile" might be applied to the powers in Washington which eventually succeed in getting the government the full time services of persons who have come to the capital on a part time basis and, like Rolf Nugent, director of the Consumers Credit Study of the Russell Sage Foundation, New York, expected to devote the rest of their time to the job back home. Mr. Nugent, who for several months has been part-timing as one of "Leon Henderson's hands," last month was appointed full time associate executive in the automobile and truck section of the Office of Price Administration. . . . Kentucky's state director of public assistance, Arthur Y. Lloyd, has been called for army service as a reserve officer. During his indefinite leave of absence the acting director will be Helen Beauchamp, since 1936 supervisor of case work. . . . Edwin James Cooley, formerly director of the San Francisco office of the California State Relief Administration is now a regional supervisor of the division of social protection of the Office of Defense Health and Welfare Services, his territory including California, Oregon, Washington, and Nevada. . . . Baird Snyder, III, has been appointed assistant administrator of the Federal Works Agency to serve under the new administrator, Brig. Gen. Philip B. Fleming. Both General Fleming and Mr. Snyder came from the Wage and Hour Division of the Department of Labor, where they were respectively administrator and assistant administrator.

Anniversaries—Subject to the exigencies of wartimes, the New York State Charities Aid Association is planning a celebration in May of the seventieth anniversary of its founding. Probable dates are those immediately preceding the annual convention of the National Tuberculosis Association in Philadelphia, May 6-9. . . . The Save the Children Federation celebrated the tenth anniversary of its founding at a luncheon in New York last month. This climaxed two days of conferences in which the federation's work in the southern Appalachian Mountains and in wartorn Britain were discussed.

Authority—The members of the California Youth Correction Authority, set up by the last legislature, were recently appointed by Governor Olson under the unique procedure stipulated by the law. A panel of six names was submitted to the governor by a committee consisting of the presidents of the State Conference of Social Work, the Bar and Medical Associations, the Probation and Parole Officers Association, and the Prison Association. Two members of the authority had to be chosen from this panel; the third could be selected by the governor without nomination. Appointed to the authority from the panel were Karl Holton, chief probation officer of Los Angeles, and O. H. Close, for forty years superintendent of the Preston School of Industry; as the governor's independent choice, Harold Slane, deputy city attorney of Los Angeles. Salaries of the members of the authority are $10,000 a year.

Honored—Five citations for "distinguished service in the advancement of human welfare" were awarded last month at the annual dinner of the Birth Control Federation of America, held in New York. This department is proud to announce that among the recipients was Paul Kellogg, editor of the *Survey* magazines. Others honored were: Pearl Buck, author; Julian Huxley, British scientist; Carl V. Reynolds, M.D., state health officer, North Carolina; George M. Cooper, assistant state health officer, North Carolina.

MRS. LOWELL F. HOBART, Jr.

The new general secretary of the National Consumers League formerly served as executive secretary of the Consumers League of Cincinnati, and later as special examiner for the Ohio Civil Service Commission. A graduate of the University of Cincinnati, with postgraduate study in political science at Ohio State and Harvard, Mrs. Hobart has been active in many civic organizations and activities, including adult education, the League of Women Voters, the Foreign Policy Association, the Citizens' Committee on Low Cost Housing. In her new position she is inheritor of the great tradition of Mrs. Florence Kelley, founder of the National Consumers League and for years its tireless and creative executive.

EUGENIE SCHENK, suddenly, in November in San Francisco, where for twenty-seven years she has been in public welfare service. Miss Schenk's death brought sorrow no less to her friends and professional associates than to her clients for whom she had deep understanding and respect. It was she who channeled the clients' intelligent concern for themselves into the organization of Social Security Clubs among the aged, blind, and widowed who received public assistance.

DR. ARTHUR E. HOLT, suddenly in mid-January in his office at the University of Chicago where, as also at the Chicago Theological Seminary, he was professor of social ethics. Dr. Holt did extensive research and was the author of several books on social education and the churches.

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Readers Write

Perils of Matrimony

An open letter to Robert L. Sutherland, author of "Social Work—a Biography (unauthorized)," *Survey Midmonthly, December, 1941.*

DEAR MR. SUTHERLAND: Your account of Social Work's marriage to Government moves me to the reflection that in these parts its been none too happy a union. While Social Work has had a gay enough time at the small private parties, her Old Man leaves her at home when he goes to important affairs.

It seems that county welfare officials don't like her much. They say that she started a lot of schools and turned out a lot of social workers who make bigger and better jobs for themselves by making bigger and better case loads so that more students have to go to the schools to learn how to make bigger and better jobs by making bigger and better case loads. They say that Social Work doesn't need education. All she needs is a little bit of common sense to show chronic paupers that Government won't support them forever.

A long time ago charity was counted a means of grace and the surest road to Heaven. But it's one thing to take money out of your pocket to give to the poor in order to acquire grace, and it's something else to give to the government to give to the poor as their due. It's a matter of emphasis. And that's why I have just lost my job and why I think Social Work's marriage isn't going so well. I tried to shift the emphasis.

To speak of oneself as a social worker in these parts is to be identified with anything from a curio to a Fifth Columist. If I say I am a teacher, I am identified with harmless persons going quietly about their business of teaching, buying season tickets to lectures and concerts, vacationing at Yellowstone, or Canada, or Radio City, carrying weekend bags into railroad stations on Friday night and carrying them out again on Monday morning. If I say I am a housewife, I am one of millions of women rearing families, subscribing to magazines, going to beauty parlors and movie matinees, rolling bandages, pushing wheeled baskets around super-markets.

But let me say I am a social worker, and I'm anything—a sob-sister, a spendthrift, a "Red," a Blue Stocking, a chain-smoker, a Major Barbara, an iconoclast.

When people tell me those ineffably weary jokes about men on WPA, I am expected to smile and look knowing, for they and I are supposed to have a private understanding that I go about telling the poor that they don't have to do anything for themselves because the taxpayers want to do it for them. I'm supposed to console the bums, the drunkards, the unwed mothers, the irresponsible husbands, the old people who won't take care of the children, the children who won't take care of the old people, because if I don't console them, I'll lose my job.

I believe that I lost my job because I was pretty insistent that a family of five cannot get enough sustenance for their minds and bodies out of $15 a month.

I KNOW NOW THAT THE ONLY WAY TO BE a social worker and be safe from county officials is to be a graduate of the school of passive technique. If you are a master of that technique, you smile a great deal, speak slowly, but never firmly, as though you are not at all sure, and act pretty apologetic about speaking at all. You never criticize because criticism is negative and you take only the positive view, even if there isn't one. In matters of public controversy you keep your neck well in. For example, instead of saying, "I hope the marriage of Social Work and Government will prosper," you say "I believe possibly there is some real value in this new relationship between Social Work and Government." That way your listeners can remember afterward that you had something to say but for the life of them they can't remember what and, consequently, cannot quote you. This passive technique is undeniably an enviable protection, but it's hard for ordinary people to understand.

I would not be surprised if the reason why social workers, like Chinese marriages, have to depend upon go-betweens for themselves and the taxpayers is that the social workers don't dare be simple human beings. Even when they are talking to each other, they have to be sure it's the same school. And what they can do to the non-professionals! I have seen a dozen Rankians freeze out one lonely Freudian, but I've seen both of them treat a non-professional as though she had a pox.

The county official who dismissed me said I was impractical. I won't go into how that wounded my practical soul. But when he said that I had long been suspected of Fifth Column activity—shades of my Methodist ancestry! With my grandfather Jones still wearing sleeve-holders and my grandmother Smith still doing her tattin' on the shed porch, and myself as a child proudly bearing home from school a pasteboard missive proclaiming that I, an A student, might someday, with honesty, loyalty, ambition, and persistence, be President of the United States! I, a lover of freedom, with a passionate conviction that injustice that can be righted and suffering that can be healed ought to be righted and healed; I, accused of Fifth Columnism!

I was pretty shaken. I asked him why I was considered a Fifth Columnist and he replied, "You're too socially minded." I said I thought I was supposed to be and for that matter wasn't he, too?" He got purple in the face and shook his finger at me. "If I were socially minded," said he, "I would hardly be president of the board of public welfare."

The president went on to tell me that the board was fond of me and had hoped I would see reason, but that even a fatherly board could hardly nurture a Fifth Columnist in its bosom. I thought I had better know all, so I asked him why I was considered impractical. He replied that a friend of his had told him that I had told a friend of mine that the board ought to increase its allowances because there were about a thousand undernourished children in these parts. He said that showed how impractical I was because being an undernourished child didn't prove anything about food allowances. His own daughter was in Johns Hopkins Hospital with three specialists and two nurses. The specialists said she was undernourished and they would not let her go until they could find the right kind of food for her. Apparently, I expected the board of public welfare to hire specialists to find the right kind of food for everybody, and that, I would surely admit, was impractical.

SO, YOU CAN SEE THAT SOCIAL WORK has had no easy time of it here, and really hasn't gotten very far in influencing her old man.

Just the same a lot of us, especially me without a job, wish Social Work and Government many happy returns. Perhaps if I had had a good wife's expertness in the use of passive technique, I would have kept perfectly quiet about the undernourished children and my marriage would have prospered. But please remember, Mr. Sutherland, that it isn't always Social Work who breaks up the family—I didn't want a divorce, but look at me now!—GRASS WIDOW

P. S. A gentleman with a nice young voice just called up to ask for a date. His last name sounded like Government, but his first name wasn't County—definitely not. What do you think about second attempts?

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Book Reviews

The Years in Review

THE HISTORY OF PUBLIC WELFARE IN NEW YORK STATE, 1867-1940 Vol. II, by David M. Schneider and Albert Deutsch, with a foreword by David C. Adie. University of Chicago Press. 410 pp. Price $3.50, postpaid by Survey Associates, Inc.

BY the publication of this book, and its preceding volume in 1938, the status of American social work is measurably advanced. Any profession or movement suffers which lacks a comprehensive, published history. This is conspicuously true of social work. To a degree, that lack is supplied in the volume under review and the earlier one by Dr. Schneider, which covered the period from 1609 to 1866. True, these studies are limited to one state, but in broad lines, and with differences in tempo, the developments of public welfare in New York have run parallel to those in other large industrial states. Furthermore, though the record covers only "public welfare," that term is wisely given a broad definition, including all fields of social work "financed or controlled" by public agencies.

Under that definition the private child-caring field requires as much attention as the public field, and because of the social action promoted by many other private agencies or because they have shared tasks with public agencies—as in unemployment relief—a considerable part of private social work, in its most fundamental forms, gains recognition in the picture which these pages present. Moreover, for each included problem the national setting, of which the New York situation is but a part, is usually described. Thus in discussing the care provided for feebleminded women in 1878, the authors remind us that "The Jukes," by Dugdale, had just been published. Years later when scientific studies had dissipated the alarmist views such books had fostered, our authors point out with appropriate references to literature, how that change was reflected in the types of treatment advocated.

Of necessity the State Department of Social Welfare and its several predecessors dominate the record here presented. From it one gets a feeling of the strengths as well as the weaknesses of public social work. But alongside of the state department, and assisting it conspicuously decade after decade, we see a statewide private agency, the State Charities Aid Association. The significance of its part in the long period covered cannot be overestimated. It is a community organization case record, revealing American social work in its hitherto most distinctive method of operation—through public-private joint effort.

Passed in review in these pages are the deplorable conditions in all early almshouses and in some of them as late as 1926, and the notorious practices of certain child placement societies in the Sixties and Seventies and the increasing exercise of power by the state to control and correct those situations. Juvenile Court developments are briefly recorded, and more fully the efforts of public and private agencies, state and local, to meet the suffering caused by successive periods of depression.

Of Dr. Schneider's earlier volume this reviewer wrote: "This history . . . is all that such a book should be—objective, scholarly, thoroughly documented." That statement requires no modification on the basis of the completed series. The present volume has an adequate index, and at the end of each chapter, in place of footnotes to source material, notes are assembled to the "more easily accessible sources." These are valuable for the usual reader but for the sake of future research workers it is to be regretted that the authors did not include a classified bibliography of all their important sources. It is the less accessible ones that such students of the history of social work are most eager to know about. For their benefit it is hoped that an adequate record of that material—if not separately published later on—may be assembled and filed in some appropriate place, possibly the State Library or the Library of the Department of Social Welfare.

Winter Park, Fla. FRED S. HALL

Where Scientists Come In

THE SOCIAL ROLE OF THE MAN OF KNOWLEDGE, by Florian Znaniecki. Columbia University Press. 212 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE role and the status of the individual in society or in any special group depend upon the specific relationship in which he performs distinct services that others value. The existence of the learned man or scientist presupposes that the cultivation of knowledge is of value to society, or to some group; and the scientist in turn must cultivate knowledge for the benefit of those who furnish him his social status. In other words, he is hired to help carry out the purposes of others, not to decide what goals should be furthered. "Kings, war lords, high priests, administrators, and economic entrepreneurs have been using experts for centuries, not to advise them what they ought to do but to gather and make available for them knowledge" necessary for putting their own purposes into effect. The scientist is thus not free to choose his problem; and he is suspect when he dabbles with problems which his employer does not value or understand. As a hired man, the scientist is under orders, like the soldier, let us say; and it is not fair to reproach him for the use which others make of his knowledge or technical counsel.

Professor Znaniecki's placid and close-knit development of his theme is perfectly logical and therefore disquieting. Machiavelli's "The Prince" illustrates the confusion of our efforts at objective science by our prior common knowledge or understanding—a set of basic assumptions that include convictions of right and wrong, good and bad, which we all, including scientists, derive from our social or sectional or partisan provincialisms. Machiavelli, Professor Znaniecki points out, assumed the function of the prince to be that of maintaining and enlarging his power; and his work was directed toward finding the most effective means for attaining his goal. But most critics of Machiavelli in the succeeding centuries have attacked not his theories of techniques and practices, but the "morality" of his goal.

At present we in "democratic" countries are shocked by the complete submission of scientists—including social scientists—and other technicians to the totalitarian dictators. But aside from repeating pious phrases about the objectivity of science or about the "social" value of science, we are not very clear about using our learned men for guiding policy; we are still satisfied to let others choose our problems for us, and precisely because, having attained "objectivity" by divorcing ourselves from the confusions of conflicting "value" systems, we have waived all responsibility for sharing in the determination of values, social standards and goals. As in the past we leave such things to "kings, war lords, high priests, administrators, and economic entrepreneurs." Accordingly, we are hired—as physiologists, for example—to maintain working efficiency on inadequate diet. It would seem that science must undergo a tremendous amount of vulgarization before the new learning can become identified with common needs, common purposes—with "democratic" ideals.

New York BENJAMIN C. GRUENBERG

Relief from Sentimentality

NATION AND FAMILY, by Alva Myrdal. Harper. 441 pp. Price $4, postpaid by Survey Associates, Inc.

THIS singularly lucid and informative volume considers, in Part I, the problems of modern family life and the principles according to which these problems are approached, in Part II. Chapters 2 to 6, inclusive, present a factual review of the family situation in Sweden, including an excellent statistical analysis of trends and predictions of marriage, illegitimacy and parenthood. These chapters reflect not only the excellent statistical records of these phenomena available in Sweden, but also the exceptional competence and skill of the author in in-

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terpreting the data. Chapters 7 to 9 inclusive constitute a remarkably objective discussion of the nature of a population policy.

Part II, in thirteen excellent chapters, presents the provisions of that policy in Sweden. Here, in English, is a digest of seventeen reports prepared by the Swedish Population Commission (1935-1938), representing the most realistic and enlightened approach to a national population problem that has yet appeared. This is no mere digest, however, of the policy of Sweden regarding birth control, maternity care, and kindred subjects. The ramifications of population problems in the fields of education, housing, health, home economics, social security, and recreation here receive extensive and penetrating treatment. Nowhere have these problems of family life been more intelligently discussed in relation to the larger social setting.

In spite of the extraordinary degree to which these matters have received public attention in Sweden, the book closes with a recognition of certain "open problems." Four dilemmas of family life for women are considered in this connection —the economic, the vocational, the psychological, and the dilemma of home organization. Whether these problems turn out to be soluble or not in relatively high degree, there can be no question that they are subject to great alleviation by the type of remedies suggested.

This mere outline of the contents of this exceptional book can give no adequate impression of its high quality in style, in factual adequacy, and in the objectivity of its analysis. It should be required reading in every course on the family and will be found a relief from the sentimental handbooks on how to be happy though married, and the unsupported psychoanalytical speculations of the conventional textbooks. Social workers, and sociologists will find it worthy of careful study. GEORGE A. LUNDBERG
Bennington College

The Spiritual Positive

A CHRISTIAN IMPERATIVE; OUR CONTRIBUTION TO WORLD ORDER, by Roswell P. Barnes. Friendship Press. 196 pp. Price $1, postpaid by Survey Associates, Inc.

THIS author has a broad comprehension both of our disintegrated world and of the Christian church, for he has travelled widely and his work has put him in touch with Christianity around the world. He ardently believes that a fellowship such as the church which reaches out through nationalities, races and class and even across enemy lines and which has a universal religious philosophy could become a mighty force in the construction of world order. Beginning with a telling quotation that displays the spirit of the early Christians, he surveys the present scene and sets forth what the application of that spirit might mean. The developing preparation of the church through the missionary enterprise and the Ecumenical Movement for service to the world at this juncture in history, is impressively told. The imperative is brought down to the local church in such a way that the individual member acquires a feeling that he in his attitude and zeal, may make a positive contribution to the world community.

This brief book, written with contagious enthusiasm, is filled with illuminating illustrations out of the author's experience in Europe and elsewhere. It would be a suggestive text for discussions in church groups such as should be taking place throughout the country at this time.

JOHN HOWLAND LATHROP, D.D.
Brooklyn, N. Y.

Picture and Plan

WORKERS' EDUCATION IN THE UNITED STATES. Fifth Year Book of the John Dewey Society. Edited by Theodore Brameld. Harper. 338 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE John Dewey Society has found in workers' education a subject that qualifies without question as a "feature of American culture and education characterized by experimentation, transition, and social pioneering." The degree to which it partakes of these three characteristics makes the task of presenting a clear picture of and plan for workers' education a difficult one. However, it should not be too difficult for educators who would interpret the complexities of the social and economic world to that select audience, the common man. And at least nine of the eleven persons selected to assist Theodore Brameld with this book are actively engaged in such an attempt in one or another program of workers' education.

J. B. S. Hardman starts the discussion with "The Challenge and the Opportunity," both of which he makes the reader feel — albeit in rather general terms. Spencer Miller Jr., Marius Hansome, and Theresa Wolfson then sketch in historical and social backgrounds. Part II, "Workers' Education Today," is ably handled by Mark Starr, Eleanor G. Coit, and Alice Hanson. In the third part, "Problems and Prospects," Hilda W. Smith, Ernest E. Schwarztrauber, George S. Counts, Frank E. Baker, and Theodore Brameld struggle through knotty problems of administration, finance, relations with public education, and a philosophy of workers' education, to conclusions that lack the conviction and inspiration of Mr. Hardman's beginning. The appendix contains a good bibliography.

Both the strength and weakness of the book lie in the collaboration. It brings together in one volume suggestions resulting from twenty years' experience of outstanding leaders in a field which has been filled with controversy, conflicts, fumblings, and enthusiasms. The authors can, indeed, speak with authority out of knowledge acquired the hard way. One of the most hopeful signs for the future of workers' education is the surprising amount of agreement they seem to have attained. On the other hand, the variations in style, in vocabulary, in degree of simplicity or abstraction from one chapter to the next, demand of the reader remarkable agility in readjusting his mental focus.

Moreover, the book "seeks to perform not one but four different types of service," each for a different audience and each big enough for a book in itself. The authors cannot be blamed for failure to attain an impossible goal, but their wisdom in attempting to make a book that could be all things to all people might be questioned.

The work is an important contribution. It will serve to answer many questions of educators and students of education and sociology. It will not, however, interpret workers' education to workers, and this is a sad commentary on a book in which one finds expressed disapproval of "workers' education . . . by social-minded intellectuals *for* workers rather than *by* workers." The language, with the exception of four chapters, is entirely that of "social-minded intellectuals."

JEAN CARTER OGDEN
University of Virginia Extension Division

Between Two Worlds

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK, 1941. Columbia University Press. 787 pp. Price $5, postpaid by Survey Associates, Inc.

THIS year's volume, fatter by some fifty pages than its 1940 predecessor, is "blurbed" on the dust-jacket as "the collective voice of social work." Whatever that may mean, there are exactly sixty-four "voices" heard here by means of the sixty-four papers selected by the editorial committee from more than 150 presented at Atlantic City last June before the general sessions, the section, and special committee meetings of the national conference. The editorial committee applied various criteria of selection—newness of data, historical significance, practical value, especial timeliness, and so on—with the avowed purpose of producing a volume which will stand as an "annual cross section of the problems and solutions in the forefront of professional consciousness." Under "Social Work in a War Torn World" are listed four papers, including Jane M. Hoey's presidential address, "The Contribution of Social Work to Government." Under "Areas of Social Work Concern" are six headings: "National Defense and Labor" with four papers; "National Defense and Community Life," two papers; "Social Security in the Western Hemisphere," three papers; "Migration," three papers; "Civil Liberties," three papers; "Refugee Children," three papers. Under "Social

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Work in Practice" are fifteen headings and a total of forty-two papers, the largest number, seven, in "Theory and Practice of Case Work"; the smallest, one, in "Housing." Contained in appendices are the full program of the Atlantic City meeting, the constitution and by-laws of the conference and its business organization for 1941 and 1942. Careful indexing, topical and by authors, makes the pursuit of any particular paper relatively simple.

This volume is likely, in the years ahead, to have more than routine importance on the lengthening shelf of conference proceedings. It represents a period when the concerns of social workers had shifted from the problems of depression and their social sequellae to the unpredictable problems occasioned by a national economy that puts guns before butter. No one now can guess what the next volume will record, but certainly this present one stands as a link between two worlds. GERTRUDE SPRINGER

Immortal Figure

CLARA BARTON: DAUGHTER OF DESTINY, by Blanche Colton Williams. Lippincott. 468 pp. Price $3.50, postpaid by Survey Associates, Inc.

THIS book is undoubtedly the most important contribution to the history of the American Red Cross. Blanche Colton Williams has had access to the unknown diaries and journals of Clara Barton which are not in the Library of Congress and cannot be used by anyone else until 1950. She has given a sincere and scholarly account of the amazing life story of this singular woman. There have been unfortunate tendencies to conceal the tragic fate of Clara Barton as well as that of Henri Dunant, the founder of the International Red Cross, which resembled hers to an astounding degree. Both fighters for the most inspiring humanitarian ideal of the nineteenth century finally died abandoned by their followers and victimized by the red tape of humanitarian bureaucracy which is the worst red tape of all. Now more than ever before this indomitable, brave, warmhearted woman should be a symbol for the best that American womanhood has brought forth. This book comes in time and should be widely read. Clara Barton is one of the great and immortal figures of American destiny.

New York MARTIN GUMPERT, M.D.

Gallant Accomplishment

WHAT OF THE BLIND?—A SURVEY OF THE DEVELOPMENT AND SCOPE OF PRESENT-DAY WORK WITH THE BLIND, edited by Helga Lende. American Foundation for the Blind, Inc. 206 pp. Price $2, postpaid by Survey Associates, Inc.

IN the midst of earth's troubled plight wherein forces of evil are seeking to wreck civilization and revolutionize society, it is comforting to know that there are those who are devoting their lives to efforts to alleviate the suffering and relieve the hardships of their fellows. Their accomplishments constitute milestones on the pathway of human progress.

Notable in this connection are the labors undertaken to aid the blind. In this record and account of achievements the emphasis is not on work for the blind but with the blind to aid them to help themselves and to overcome their physical handicap.

The first chapter, "This Business of Being Blind," is by Charles Magee Adams, who has been totally blind since early boyhood. From his sightless eyes he looks encouragingly out upon the world as a blind man sees it. He has never seen an airplane, a dial telephone, an electric refrigerator, rayon, cellophane, or stainless steel, and although he has been married for fifteen years he has never seen his wife. Despite his handicap he graduated in journalism from Ohio State University and is now a newspaper editor and contributor to magazines of wide circulation.

Mr. Adams does not seek to arouse sympathy for himself or for others similarly afflicted. He discusses blindness from the inside, the emotions, the reactions and what he calls the complete sensory revolution in the mind of those who have lost their master sense. He refutes the idea that other senses are made keener by some magic transfer from sight's unused balance. Blindness causes the brain to refocus and the other sense faculties develop new skills after the affliction because they need them then. The "sixth sense" is a myth; there is no such thing.

Modern technology has done much toward mitigating the effects of blindness. Today the sightless have useful tools, unavailable as recently as a generation ago: a plentiful supply of braille matter, watches that can be read with the fingers, the typewriter, the Seeing Eye dog, and most important, the Talking Books.

"Radio," says Mr. Adams, "would have a high place among these aids were it not such a mixed blessing. For the blind it is a source of much that is otherwise beyond their reach. The result of all these special aids is to make the life of the blind more interesting, comfortable, and efficient. But when they have done their utmost the fact remains that blindness is a 25 percent liability.

"Though sight is one sense in five, its loss inevitably means further loss of efficiency. Against this liability certain assets can be set down. The blind man is spared the affront of roadside billboards, the madness of recent styles in women's hats, and the barbarity of scarlet finger nails. Some of the seeing may consider that worth the price."

Mr. Adams concludes his chapter by asking, "What, then, does blindness mean as something to be lived with day by day?" In answer he quotes Dr. Harry Emerson Fosdick, "Nobody ever *finds* life worth living. One must always *make* it worth living." That, declares Mr. Adams, goes for everybody, but especially for the blind.

Such is his optimistic philosophy.

Other chapters are contributed to the survey by a score or more of persons prominent and successful in the work with the blind, in public and private institutions. One of them is by Dr. Gabriel Farrell, director of the Perkins Institution and the Massachusetts School for the Blind, in which he tells of the establishment of the institution by Dr. Samuel Gridley Howe, and of such notable cases as Laura Bridgeman, the first deaf, blind and mute child to be educated there, and Helen Keller.

The book, a companion volume to one of the same title previously published, covers problems of a more specific nature than the first one, and presents an account of recent advances and developments. In the selection of topics, the editor has been guided by suggestions received from leaders in the field in the hope of making the two books a representative source of information on work with the blind. Although primarily intended for those engaged in aiding the blind, it holds interest for laymen and for anyone concerned with the subject of which it treats. ELIZABETH B. HANNA

Department of Public Welfare
Baltimore, Md.

The Modern View

BEHIND THE MASK OF MEDICINE, by Miles Atkinson, M. D. Scribners. 348 pp. Price $3, postpaid by Survey Associates, Inc.

THE author is a surgeon who, although born and brought up in England, knows medical practice in New York. He apparently is trying to present to the layman a view of medicine's place in history, in modern life, and even in the future. There are so many misconceptions about what is possible in medicine that his non-technical discussions of how physicians arrive at diagnosis, prognosis, and treatment will be found helpful. As a physician, the reviewer can assure the readers that Dr. Atkinson's comments present a true picture. Although many of the passages are obviously addressed to physicians, the book on the whole will not present anything new to doctors.

Dr. Atkinson devotes considerable space to discussing the changes that have taken place in the manner of caring for the sick. He points out that this process has changed the hospitals from charitable institutions into the very center of the means of caring for the sick whether rich or poor. It also has made it necessary to establish new methods of paying for care and organizing cooperation among doctors. His views on hospitals and so-called socialized medicine are interesting and modern. DANIEL C. DARROW, M.D.

Yale Medical School, New Haven, Conn.

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JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Frederick L. Ehrman, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

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DIRECTORY OF SOCIAL ORGANIZATIONS

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CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

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Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

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ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Health

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, PUBLIC HEALTH NURSING.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. Wickersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; Executive Vice President, D. Kenneth Rose.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Shelby Harrison, President, New York City; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The sixty-ninth annual convention of the Conference will be held in New Orleans, La., May 10-16, 1942. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

National Red Cross

THE AMERICAN NATIONAL RED CROSS —Administered through National Headquarters in Washington, D. C., and three Area Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,720 local chapters organized mostly on a county basis. Services are: Military and Naval Welfare; Home Service; Disaster Relief; First Aid, Water Safety and Accident Prevention; Nursing Service; Home Nursing; Volunteer Special Services; Medical and Health; Nutrition; Foreign War Relief. The American Junior Red Cross is a division of Junior membership in the National Red Cross.

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Recreation

NATIONAL RECREATION ASSOCIATION —315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22d Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

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Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERISITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Department of Social Welfare
Harry M. Cassidy, *Director*

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, CHICAGO, ILL.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

*HOWARD UNIVERSITY, Washington, D. C.
Graduate Division of Social Work
E. Franklin Frazier, *Director*

INDIANA UNIVERSITY, *Indianapolis, Indiana*
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

*LOUISIANA STATE UNIVERSITY, University, La.
Graduate School of Public Welfare Admin.
R. E. Arne, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
John J. Cronin, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit, Michigan

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

UNIVERSITY OF NEBRASKA, Lincoln, Neb.
Graduate School of Social Work
Frank Z. Glick, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
of Columbia University
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

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School of Social Administration
Charles C. Stillman, *Director*

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School of Social Work
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18 Somerset Street, Boston, Mass.
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Northampton, Massachusetts
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TULANE UNIVERSITY, New Orleans, Louisiana
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Salt Lake City, Utah
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UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown, Dept. of Social Work
Frank J. Bruno, *Head of Department*

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School of Applied Social Sciences
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COLLEGE OF WILLIAM AND MARY
Richmond School of Social Work, Richmond, Va.
Henry Coe Lanpher, *Director*

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